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Contents for July 1942

THE LEAGUE'S BUSINESS	<i>H. P. J.</i>	366
EDITORIAL COMMENT	<i>A. W.</i>	367
TO STRENGTHEN MUNICIPAL FINANCE	<i>Carl H. Chatters</i>	369
WHAT KIND OF CONGRESSMEN DO WE NEED IN WARTIME?	<i>Virginia Moorhead Mannon</i>	376
HOUSING BRITISH WAR WORKERS <i>Rosalind Tough and Ruth G. Weintraub</i>		379
MANAGER PLAN BRINGS AMAZING DEBT REDUCTION IN CLEVELAND HEIGHTS	<i>Robert H. Clifford</i>	383
MAN ON THE STREET PROFITS BY ESCANABA'S MANAGER PLAN	<i>Leo Coan</i>	384
HOME RULE FOR WAYNE COUNTY?	<i>Arthur W. Bromage</i>	386
CONTRIBUTORS IN REVIEW		390
ON THE LOCAL FRONT	<i>Zilpha C. Franklin</i>	391
THE RESEARCHER'S DIGEST: JULY		394
NEWS IN REVIEW		396
Editors: <i>H. M. Olmsted</i> , City, State, Nation, 396; <i>Elwood N. Thompson</i> , Citizen Action, 403; <i>Elwyn A. Mauck</i> , County and Township, 410; <i>Wade S. Smith</i> , Taxation and Finance, 411; <i>George H. Hallett, Jr.</i> , Proportional Representation, 414		
BOOKS IN REVIEW	<i>Elsie S. Parker</i>	417

The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

— Buy United States War Bonds and Stamps —

The League's Business

New Publication Date for REVIEW

In view of increased costs and in order to make possible a change of publication date from the middle of the month to the first, there will be no August issue of the NATIONAL MUNICIPAL REVIEW.

The September issue will, in effect, be the August-September issue and will include the articles, book reviews, and other material which would have appeared in August. The September REVIEW will be mailed to members of the League and to subscribers on or about September 1.

In the future, material offered for publication in the REVIEW should be received by the editors not later than the first of the month before the month of publication.

League's Vice-President Elected

The League's Council announces the election of Dr. George H. Gallup, founder and director of the American Institute of Public Opinion and originator of the "Gallup poll," as vice-president of the League. Dr. Gallup was elected to the League's Council in 1941. He is a member of the steering committee appointed by League President Winant to act for him during his absences from the country as Ambassador to Britain.

HOWARD P. JONES, *Secretary*

Cities During Wartime

THIS is a time when non-essentials will have to be curtailed or omitted entirely; but good city government is not a non-essential in the present emergency. It is, in fact, more essential now than ever. This means that citizen interest in city government, citizen watchfulness over its affairs, and citizen coöperation with its officials are more necessary than ever. So while our attention is naturally focused at this time upon the federal government, let us not forget our immediate responsibility for seeing that the city government of Philadelphia, too, performs well its appointed task in the great national effort of the hour.
Citizens' Business, BUREAU OF MUNICIPAL RESEARCH, Philadelphia.

RACKETS similar to those uncovered in Atlantic City are still permitted to exist, in some degree, in many communities where citizens are not alert to their civic duties.

Such rackets, which divert a shocking proportion of a community's income into the hands of racketeers, are an intolerable drain upon the financial lifeblood of the nation's gigantic war effort. HENRY MORGENTHAU, JR., *Secretary of the Treasury*, as quoted in READER'S DIGEST, May 1942, in connection with article "That's How They Got Nucky Johnson," by Jack Alexander.

National Municipal Review

Editorial Comment

Jobs for the "Faithful"

THE recent fight in Congress to require confirmation by the Senate of all appointments in the Office of Price Administration to positions paying more than \$4,000 a year smells (we use the verb designedly) like a bad, old-fashioned patronage grab.

It is difficult to believe the claims that such confirmation would "safe-guard" us against excessive authority in the hands of bureaucrats and the loading of payrolls according to ideological slants. Nor is it a proper exercise of the historic power over the purse to threaten OPA with a decreased budget for failure to listen to wire-pullers in the making of appointments.

Not only Congressmen but all of us might well be concerned over the recurrent waves of popular indignation and the growing evidence that the prestige of some of our legislative bodies is waning.

Perhaps our legislators are no worse than they have always been and perhaps their apparent willingness to endanger important government activities by intruding with the spoils system is nothing new. Our disapproval may be due largely to the fact that, when we are engaged in a life and death struggle, we are less tolerant of the failure of our representatives to mirror our war-born idealism and willingness to sacrifice self and selfishness.

The astute and thoughtful League of Women Voters implements the de-

sires of vast numbers of less articulate people when it seeks to devise ways and means to insure the election of members of a Congress who are "capable of dealing with the problems it will face, particularly those of postwar organization for peace." Under the circumstances it is no overstatement to say that "upon this next Congress may well hang the fate of that kind of civilization for which we are now pledging our all."¹

More frequent visits to the home districts and testing of public sentiment should convince members of Congress that the people have outgrown the old spoils idea. It is a safe bet that, if the Gallup poll of several years ago were repeated today, there would be even more than the 88 per cent then found to be in favor of the merit system.

The shock and surprise over the patronage struggle tends, meanwhile, to submerge the earnest but comparatively quiet conflict—of which this is really a part—over centralization versus decentralization. Perhaps, when and if a decision is reached that policy forming and rule making should be centralized while administration is decentralized, with full use of existing state and local facilities, the spoils angle will be forgotten, as it should be.

¹See "What Kind of Congressmen Do We Need in Wartime?" by Virginia Moorhead Mannon, pp. 376-378 this issue.

Cities Can Meet Scrap Shortage

WE face a shortage of steel—not because of a lack of manufacturing capacity but because, of all things, there is a supposed lack of scrap which is essential in the process. We may well regret the thousands of tons sold the Japanese in recent years, which unfortunately we are now getting back in the form of bombs and shells. But to say there is a shortage of scrap is clearly not in accord with the facts.

Every large city in the United States has its so-called blighted areas. These areas are pock-marked with antiquated, useless, abandoned buildings in which no one has cared to live for years. Most of these buildings have scrap iron in and on them in the form of fire escapes, girders, boilers, steam pipes.

In New York alone there are thousands of four- to six-story abandoned or semi-abandoned tenements. They add no beauty to the city as they are and they would be scarcely less attractive as parking lots or playgrounds.

Perhaps it is not practical now, when labor is needed for production,

to embark on a program of complete house-wrecking, but removing old fire escapes which will never again serve as anything but a temptation to small boys should bring a high yield in proportion to the labor involved.

Immediately after the war our cities will face many problems, including that created by the continuing dispersion of population. The escape to suburban areas, temporarily slowed by the rubber shortage, is sure to be accelerated. Transportation facilities will continue to develop. Yet many owners of obsolete properties leave them as they are, not that they expect ever again to use the buildings themselves, but in the hope that some impossible miracle will restore lost land values.

Let the government—local, state, or national—act boldly and at once to make use of all scrap iron and steel from these ruined relics. We will thus help satisfy an urgent and immediate need and at the same time insure the ultimate elimination of architectural eyesores which should never again be used.

Politicians will cry that war is no time for stirring up agitation for civic reform. . . . But they are wrong. Never were there more urgent reasons for thorough-going civic reform. . . . Local home rule is a fundamental part of the American constitutional system. . . . While America fights to preserve liberal government our municipalities owe it to America's future to preserve themselves and prove their stability in a changing world. For, in saving themselves, they will preserve the essential balance of power, the deep individual self-reliance, which constitute the very foundation of American freedom. DEWITT H. JOHN, "Now is the Time for Civic Reform," *Christian Science Monitor*, June 20, 1942.

To Strengthen Municipal Finance

We cannot win on the world battle front and lose on the local government financial front; the qualities that make us strong in battle should preserve democratic government at home.

By CARL H. CHATTERS, Executive Director

Municipal Finance Officers Association of the United States and Canada

THE only sermon I remember from my childhood days was entitled "Be sure your sins will find you out." Whether remembrance of the theme hinges on the truth of the statement or the novelty of the expression is not clear nor important to me. The general thesis of the sermon was that an individual does not go to pieces morally all of a sudden. Influences which have long been undermining his character are brought to the surface at last by some unforeseen and perhaps insignificant event.

Now in just the same way the cities of the United States are confronted by a series of problems seeming to emanate from the present state of war. But any municipal difficulties which are coming on the scene now are rather likely to be the result of circumstances long existing. The war has merely served to bring to the surface for immediate notice many questions that could have remained unsettled for a decade or two under normal economic and political conditions. The growing inequities in our local government revenue system, the top-heavy service structure of these units, and the *laissez-faire* attitude of one governmental level toward another are underlying causes of many present municipal problems.

The overgrown municipal service structure is out of harmony with an

undeveloped and rigid revenue scheme. For comparison, picture a boy of seventeen with the responsibilities of coming manhood, trying to get along on the meager financial allowance his parents provided at the age of twelve when his wants were simple and women had not yet entered his life.

Municipalities once were simple coöperative organizations devoted to the protection of life and property. Now they are supposed to cater to every human need. Governments record your birth, conduct clinics for newly born children, take the responsibility once assumed by parents during childhood and adolescence, provide state colleges and universities, assist in obtaining employment, conduct adult education classes, through the collection of garbage and trash they remove some of your manly duties at home, they support municipal hospitals, care for temporarily or permanently unemployed, grant pensions to those who can no longer work, and finally maintain municipal cemeteries where the body of the citizen weary of supporting *his* government at last finds rest. How different from the simple public function of keeping law and order! But how unchanged is the kind of revenue system used by local governments!

The conflict between the overde-

veloped service structure and the inflexible local government revenue structure may be stated in more tangible terms. We seem to assume that the benefits which local governments confer upon their *citizens*, are likewise conferred on *property*, particularly real estate, in proportion to the value of the property. Proper recognition has not been given to the fact that government protects and gives value to intangible wealth as well as to real estate. Likewise, in devising—or in tolerating—a revenue scheme for local governments, the decreasing relative importance of real estate as part of our national wealth has been overlooked. Furthermore, the revenue scheme has not taken into account the fact that taxes, and local government debts as well, must be paid from community income and not from the capital value of tangible property.

The principal source of local government revenue—real estate taxes—has remained fairly constant while the services of government have grown in every direction. When our local governments were formed they devoted their principal energies to the simple tasks of repairing dirt streets, keeping domestic animals off the highways, locking up the village drunk, and providing courts for the collecting of debts and performing other legal processes which today appear simple.

The coming of the automobile constituted a complete revolution in local government as applied to streets, traffic control, criminal investigation, juvenile delinquency, court cases, and the use of real estate but the automobile owner has

never contributed substantially, and in most cases only meagerly, to local revenues. Likewise the growing social responsibilities of government, which culminated in the federal Social Security Act, were not the outgrowth of local conditions, and the assumption of these new social obligations was not accompanied by new types of revenues for local governments.

Who Benefits

Why should the municipal debt incurred for general purposes be payable ultimately from unlimited taxes levied against real estate? Do not the owners of intangible wealth benefit from the schools, the sewers, the pavements, or the water plants for which the debts were incurred? Can there be any just reason why all forms of wealth and all sources of income should not contribute to the payment of local debts? "The notion that a city has unlimited taxing power is, of course, an illusion," said the United States Supreme Court¹ on June 1, 1942. And the court went on to say: "Indeed, so far as the federal constitution is concerned, the taxing power of a municipality is not even within its own control; it is wholly subordinate to the unrestrained power of the state over political subdivisions of its own creation."

And why do state governments which control the local revenue systems sit back with equanimity and let their local governments flounder in a sea of debt? Non-resident owners of real estate and non-resi-

¹*Faitoute Iron & Steel Company vs. City of Asbury Park*. For further information on this decision see p. 412.

dent owners of corporate shares in local industry profit from the local community's services and from the things for which it incurred debt. Why should local tenants and resident owners of real estate be solely responsible for debts whose proceeds benefit a far wider group? The answer to many of these questions may be that intangible wealth is easily hidden and easily moved. That is all the more reason for devoting some ingenuity to discovering and using forms of taxation that will distribute the cost of local government more equitably.

Major Problems

Still more concrete manifestations of local difficulties may be demanded. Have the courage then to look into the realm of urban decentralization. Next, if your strength remains, study the whole range of property tax exemptions. Then you may examine the many inequities and losses found in the assessment of property, the collection of taxes, and use of urban and suburban land.

While these investigations are going on, remember that the complicated relationships between federal, state, and local governments have developed without any predetermined plans. The lack of a planned relationship between the levels of government applies to the revenue system as well as to the service structure but perhaps the most adverse effects are seen in the latter. Each new service imposed, each new source of wealth or income untaxed, each public want satisfied has contributed another strand to the web that has caught the munici-

palities. And in many respects the municipality, like the fly caught by the spider's web, did not contribute to the weaving of the trap. But the municipality has a better chance than the fly.

More needs to be said here about urban decentralization, tax exemptions, and population shifts. There are in the United States 140 metropolitan districts each having a central city or cities of 50,000 population or more. The metropolitan district includes this central city or cities and the surrounding territory having a density of population of 150 or more per square mile. These 140 districts contain 62,956,773 out of 131,669,275 persons in the continental United States. Between 1930 and 1940 the central city in thirty-four of these 140 areas *decreased* in population while the surrounding territory outside the city *increased* in population. In two cases both the central city and its surrounding territory decreased in population. In eighty-eight more the area outside the city increased at a more rapid rate than the central city, but in twenty-one of these eighty-eight the central city, while growing slightly, remained practically static while the surrounding area increased.

When individuals and industries desert the center of a city it looks pretty bare. Values fall, rents decrease, buildings deteriorate, stores and factories are vacant, and slums develop. Private investment in property and public investment in public facilities suffer. Assessed values fall, taxes become delinquent, and municipal revenues go down. Millions invested in streets, pave-

ments, schools, and public transportation serve little useful purpose. Walk through the areas just outside the central business districts of Boston, Chicago, or Philadelphia and you will know what "urban blight" means.

TAX EXEMPTIONS

Before solving revenue problems we must look at the destructive effect of exemptions from local real estate taxes. They have long existed—they have recently been aggravated. There are exemptions for homesteads, for widows, for veterans, for religious institutions. Exemptions are offered to attract new industries. The most unwarranted exemptions go to those whose property is under-assessed or not assessed through unintentional errors or through political pull.

The growing amount of publicly owned property creates difficulties when the property is owned by the state or federal government but requires local public services. The exemption of federally financed war plants throws a disproportionate part of the war cost on the communities containing such exempt industries. It would be more equitable to assess the property, add it to the war cost, and spread it over the entire nation.

The valuation of exempt real estate in New York State in 1940 constituted 26.8 per cent of all real estate and had increased from \$1,389,353,411 in 1905 to \$6,855,652,815 in 1940.² In cities like Madi-

son, Wisconsin, and Ann Arbor, Michigan, where state universities and their student bodies constitute a large part of the property and population and yet contribute little in taxes, there is the necessity for a high tax rate accompanied by high rents. Someone must pay for the services. The same situation of a far more extreme character exists in cities where homestead exemptions throw a disproportionate share of the cost of government on business or on investment property.

But still, you may ask, what are the new problems faced by municipalities as a result of the war and how are they related to conditions that preceded the war? That is a fair question.

The present war and the defense program immediately before it have presented local governments with some difficulties. They are caught between the lower millstone of inflexible revenues and the upper millstone of rising expenditures. Salaries and wages paid by municipalities have been substantially increased to compete with private industry and to compensate for the rising cost of living. Public facilities have been greatly expanded in areas where defense plants or military establishments are located. Local government property and private property taxed by local governments have been taken for military purposes and have become tax-exempt. Local revenues are going to get a severe jolt directly and indirectly from curtailment of automobiles, rationing of consumer goods, and the imposition of heavier federal taxes.

²From the Annual Reports of the New York State Tax Commission as quoted in "Decrease of the Property Tax Base Due to Exemptions," by Carl W. Tiller and Margorie Leonard, *Municipal Finance*, May 1942.

If these difficulties come to the surface now it is partly because the local revenue system does not produce money in proportion to greatly augmented tasks and it is partly due to the haphazard relationships between federal, state, and local governments in planning the appropriate tasks for each and distributing revenues in relation to needs. Cities like Norfolk, Virginia, and San Diego, California, will probably find the income of workers has doubled, municipal expenditures greatly increased, but no present means by which the municipality directly or indirectly can tap the increased income of the citizens and the local businesses.

This article is not intended as a brief in behalf of the real estate owner. Perhaps it sounds like that. Much of the urban blight or urban decentralization has taken place because the owners of income property have continued to "milk" or "bleed" the property over a long period of years. Corporate stockholders may have been hungry for dividends; trust companies may have been anxious to placate non-resident heirs to downtown real estate; short-sighted men have been penny-wise and pound-foolish. In any event, rental properties were not properly maintained or modernized. Now the owners as well as others must pay the penalty in depreciated property values.

At least two other causes are found for the inability of real estate to pay taxes. The failure of owners to modernize their business properties led to a demand for new structures which were eventually built

and took tenants from the older ill-kept buildings. Many new apartment properties were in no position to pay taxes because of fantastic fixed charges for bonds and interest. The building contractors, the real estate speculator and one species of financial middleman had conspired so that each might extract the greatest amount from each enterprise. Land prices were high, building costs were high, and financing costs exorbitant. The properties could not carry operating charges and debt service to say nothing of taxes. In the large cities this last cause was particularly prevalent.

The Remedies

What a tale of woe this seems to be! The situation is far from hopeless, however. Certainly if difficulties exist they cannot be solved until the difficulties themselves, as well as their causes, have been identified, labeled, and placed on exhibition. Under the stress of war and aroused public opinion much can be done that would be impossible in normal, apathetic periods.

The necessary steps to revitalize local government finance may be summed up in the following:

1. Leadership is essential. Local government should fight its own battle so far as it can but the state governments should formulate helpful legislation and render advisory services to the weaker local governments. While the states need not be too paternalistic, they must, by example and administrative aid, help those local units which need assistance. For example, Florida should take more aggressive steps to solve the debt problems of its localities.

Many state governments should have rendered—and still may render—immediate assistance to areas in which the national government locates industries or military bases. The assistance may be financial, or advisory, or administrative, or a combination of these three.

2. Every governmental unit must examine the services it carries on. Each activity or service should be examined to see that it benefits a substantial number of citizens and that each service is one which can best be performed by a municipality. Under the stress of war many services, which never could be dropped in normal times, may be curtailed with public consent. Put the ship of state in the dry dock, turn on the searchlights and the x-rays, and if there are any barnacles scrape them off.

3. Only by proper control of the use of land can there be a fundamental remedy for tax delinquency, over-expansion of physical facilities, and urban decentralization. When there is no immediate need for tax delinquent properties, they might better be held by the municipality than returned to a private owner to inflate the tax base and again add to delinquent tax lists.

TAX SOURCES

4. The sources of local government income need more careful scrutiny than any other item on this agenda. Ideally, local governments should be supported by revenues that are determined locally, collected locally, and spent locally. If national economic and social trends make this ideal unattainable, then we must ad-

mit that industrial progress has taken away part of our democracy and we must compromise on the most expedient plan that will retain the greatest degree of autonomy. While a new system of local revenues, aside from the traditional property tax, would be hard to define exactly, it should be responsive to local community income and local needs. If the local needs exceed the available income collectible from local revenue measures, then the next best expedient would be enlargement of the revenue area to a region or a state and the return of some revenues to the locality. The revenues collected by a superior government should be free from strings requiring large local expenditures or maintenance of standards of service beyond the ability, need, or customs of the community.

5. The present local tax structure should be examined to determine whether or not, at the local level, it is possible to make a more rational distribution of costs based on benefits conferred on *persons* and benefits conferred on *property*. Tenants should not be penalized for the benefit of the landlords, nor residents for the benefit of non-residents.

6. Many of the difficulties between local and state bodies and local and federal governments can be remedied by conferences between representatives of the governments concerned. Most of the minor but numerous intergovernmental irritations arise from a lack of uniform interpretation or application of state or federal regulations. For example, state laws governing the payments of local funds may be interpreted

differently by various auditors employed by the state to audit local government accounts. Or state highway systems administered by district offices may pursue diverse policies in maintaining local streets. All such questions should be possible of solution by proper dealing between representatives of the municipalities in contact with the chief administrative official of the state having jurisdiction over such general activity. In this regard, great steps have been taken by the New York State Conference of Mayors.

7. Municipal officials individually and as a group must abandon their defeatist attitude toward their problems, particularly in the field of local-state or local-federal relations. Real grievances should be met by an appeal to the highest appropriate administrative officer and if that is not adequate then joint municipal action to obtain remedial administrative or legislative redress must be undertaken.

8. Finally, it must be remembered that one of the outstanding municipal problems of the "thirties" was the clearing up of municipal debt situations. State laws need to be adequate so that state leadership may be exercised. More important, however, is the continued reduction of the bonded debt of most cities. Many have already adopted pay-as-you-go plans. Others are building up reserves. Surely this is no time to reduce local tax rates by unnecessary refunding. Some top-heavy or uneven debt structures may have to be balanced by orderly refunding but most debts should be paid as they fall due. A reduction of municipal

debt now coupled with careful planning of public works for the postwar period will provide municipalities with reserves of cash or credit that will permit them to take an important part in the physical and financial reconstruction of the postwar period.

Problem Can Be Solved

The war period presents some new questions to municipalities about their services and their revenues. They are no greater than the financial questions that have confronted the national government, the state governments, and the local governments at other periods in our national history. We do not need to look forward to the chaos that pervaded state finance following the panic of 1837 or 1893. Private enterprise expects to go forward after the war. The state governments will exist and the national government will continue. The persons who make up private business leadership are citizens of some state and citizens of the nation. Their wits and their bodies will have been strengthened by conquest of the world's greatest military machine.

Compared to the gigantic world conflict, the struggle between local revenues and the means of financing them seems trivial. Surely we cannot win on the world battle front and lose on the local government financial front. But in order to win in the local government conflict there must be the same training of persons, careful planning of attack, self-sacrifice for ideals, and courageous action. The qualities that make us strong in battle should preserve democratic government at its foundation.

What Kind of Congressmen Do We Need in Wartime?

The National League of Women Voters Answers a Vital Question

By VIRGINIA MOORHEAD MANNON

National League of Women Voters

A Congressman should have

Intellectual integrity
Determination to subordinate party
interest to national interest
Independent judgment
Broad background in civic affairs
Political sagacity

THERE'S been a lot of talk about Congress lately—dissatisfied, disgruntled talk. Critics have called it "Substandard!" "A lap behind public opinion." "Worse than we deserve." On seventeen counts one newspaper indicted it for hindering the defense effort.

Perhaps the fact is that this Congress has been about average. But the times are not average—they demand a high standard of performance. They demand, too, that no branch of government should expose itself to so much harsh criticism.

The National League of Women Voters presents the matter constructively. It says the next Congress must be composed of statesmen of the highest order, that run-of-the-mill Congressmen are an extravagance we cannot afford in wartime when none but the best will do.

Last January, one month after Pearl Harbor, the League began talking about the next Congress. It did not mince words:

"The League of Women Voters will devise ways and means to see that a Congress is elected in November 1942 which is capable of dealing with the problems it will face, particularly those of postwar organi-

zation for peace. For upon this next Congress may well hang the fate of that kind of civilization for which we are now pledging our all."

Beginning its preparations early for so vital an election, the League launched a campaign for capable Congressmen in March as primary elections in many states drew near. The League does not endorse candidates but members, as individuals, were urged to become active and effective in all the nominating processes.

At the same time voting records of Congressmen on important foreign policy measures and recurring domestic issues were distributed to local leagues for circulation in the Congressmen's own districts. They were distributed, however, with the warning that roll calls alone, no matter how shrewdly chosen, cannot tell the whole story, for behind the vote lies the character and calibre of the representative who cast it.

Additional campaign ammunition appeared in the form of a questionnaire for Congressional nominees, which stressed general qualifications more than specific measures.

"The time is ripe to point out that only the wisest and best are fit to

represent the American people today," Miss Marguerite M. Wells, National League president, declared in inaugurating the campaign. "In this hour of crisis the latent desire of the people for representatives capable of facing today's problems can be made conscious."

Members Polled

In April, in an effort to stimulate clear thinking about the kind of Congressmen responsible citizens should nominate and elect in 1942, the National League conducted a poll by mail. The issue was not "Whom would you support?" but "How do you determine whom you would support?"

Other questions were implicit in the League ballot: Should senators follow their mail or use their own judgment? Where does a representative's responsibility to his district end? What about party responsibility as against rugged independence? How important are promises of projects and patronage?

The ballot was circulated among 60,000 members in thirty-five states. Departing from orthodox methods of public opinion sampling, the League listed thirteen personal qualifications for candidates, invited selection of five only, in order of preference. The qualifications were:

- Political sagacity
- Intellectual integrity
- Independent judgment
- Responsiveness to constituents' opinions
- Flexibility
- Party regularity
- Subordination of party interest to national interest

Broad background in civic affairs
Former affiliations with Chamber of Commerce; educational institutions; labor, farm, and professional organizations

Responsible attitude toward making and carrying out party platform

Follower of individual rather than party platform

One who promises to get desired public projects for his district

One who promises jobs for home town boys

Ever since Pygmalion fashioned Galatea and life was breathed into her, people have been fond of devising creatures they hoped might one day come to life. The League of Women Voters is no exception. It hopes that the composite Congressman that emerged from its ballot box in May will be brought to life by the American electorate not once but four-hundred-odd times in November. He is endowed with: (1) intellectual integrity, (2) determination to subordinate party interest to national interest, (3) independent judgment, (4) broad background in civic affairs, and (5) political sagacity.

That the women voters have a remarkably uniform mental image of a capable Congressman may be deduced from the fact that three out of every four ranked "intellectual integrity" as his prime requisite. That characteristic won a sweeping victory on first-choices—ballots were counted by the Hare system of proportional representation.

Defeated immediately were "party regularity," "follower of individual rather than party platform," and

"one who promises desired public projects for his district," no first-choice votes having been cast for those "candidates." League members also turned a cold shoulder to "promises of jobs for hometown boys," a not unexpected verdict in view of the League's long campaign for the merit system of selecting public employees. "Former affiliations with Chamber of Commerce; educational institutions; labor, farm, and professional organizations" received a few scattered votes.

P. R. Count

In the P.R. count, transfer of "intellectual integrity's" surplus to the next choice expressed on each of the ballots brought about the speedy election of "subordination of party interest to national interest" and "independent judgment."

Completion of the count added "broad background in civic affairs" and "political sagacity" as the fourth and fifth "candidates" elected.

The League candidly admits that the winning qualifications are by no means all the ideal wartime Congressman should possess; they are merely the five its members judged most important in picking a Congressman in 1942.

While the poll was intended to sample members' opinions only, marginal notes indicated that some ballots represented the consensus of an entire family, and that in at least two instances the head of the house was a member of Congress himself.

Members said:

"My husband and I spent such an interesting half hour searching for the final meaning of 'integrity,' 'judgment,' and 'sagacity' that it would

be a shame not to send in the result. We gave our Congressman intellectual integrity, independent judgment, flexibility, and subordination of party interest. Then we gave him political sagacity to put the first three qualities to effective use and avoid the political consequences of the fourth."

"My choice sounds like Superman to me. Maybe the town plumber could do better, but I'd like to try him out."

"Interesting but tricky as most, since many of the terms are not mutually exclusive. And the device of asking for weighted choices in the interests of statistical summing up produces a purely illusory neatness of summation. Who can really judge the relative value of intellectual integrity and independent judgment or, for that matter, establish the hair line between them? Can subordination of party to national interest be expected except on the basis of said mental qualities, ripened without civic background, or made effective without political sagacity?"

The *Milwaukee Journal* commented: "Here it [the League] is plowing new ground too long neglected by American voters. There has been little by way of standards to judge the desirability and strength of men who suddenly announce they would like to go down to Washington."

Said the *Cleveland News*: "We recommend the questionnaire to non-League members for their use—to see how much cold logic they used at the last election, and how many incumbent public officials could pass the test."

(Continued on Page 389)

Housing British War Workers

From the outset England recognized the need for national rent control, compulsory billeting, closure areas, and war-damage insurance.

By ROSALIND TOUGH and RUTH G. WEINTRAUB

Hunter College of the City of New York

WAR periods have always necessitated the mobility of military personnel, but the present crisis is also creating mass movements of the civilian population. Civilian migration in Great Britain has been due both to rapid decentralization of industry and evacuation resulting from the intense bombings of 1940-41.

In the areas to which population is moving acute housing shortages are occurring. The British total war effort, therefore, of necessity includes a program of new housing construction, immediate repair of war-damaged structures, and reconditioning of vacant dwellings.

To find solutions to the multiform problems presented in attempting to house a nation at war the British Government has enacted a series of basic laws and promulgated equally fundamental statutory rules and orders. Unlike the United States, which has taken a year and a half to become reconciled to the inevitability of rent control, Parliament passed the Rent and Mortgage Interest Restrictions Act on September 1, 1939, two days before war was declared.¹ On the same day the first version of the Repair of War Damage Act became law.²

In pursuance of the Emergency

Powers Acts of 1939 and 1940³ the Government issued a series of statutory rules and orders and ministry circulars providing for compulsory billeting and reconditioning of unoccupied houses for war workers or persons rendered homeless by enemy action.⁴ In addition the various ministries concerned have embarked on a program of new housing.

Local governmental authorities have been given power to act for the central governments in the execution of the war housing objectives.⁵ Two non-profit government corporations have been set up to undertake housing management, i.e., the National Service Hostels Corporation and the London Hostels Association Limited.

The Rent and Mortgage Interest Restrictions Act is applicable to 98 per cent of the housing in Great Britain. It regulates all houses except those on which the ratable value (based on annual rentals) exceeds £100 in the metropolitan area of London, or from £75 to £90 elsewhere. Prevailing rentals or interest rates at the time the act was passed

¹2 & 3 Geo. 6 c. 62; 3 & 4 Geo. 6 cc. 20 & 45.

²S. R. & O. 1940 (No. 1684); S. R. & O. 1941 (^{No. 419}
_{S. 13}) ; S. R. & O. 1940 (No. 1441); S. R. & O. 1940 (No. 1134); S. R. & O. 1940 (No. 955); Ministry of Health Circular 1941 (No. 2242).

³S. R. & O. 1940 (No. 780).

⁴2 & 3 Geo. 6 c. 71.

⁵2 & 3 Geo. 6 cc. 73 & 74.

—September 1939—have been designated as those to be in effect for the duration of the war and for a period of six months beyond.

The Landlord and Tenant (War Damage) Act of 1939 corrected the inequities of the common law rule which provides that no relief is afforded to the tenant who has covenanted to keep the property in repair, even when it is damaged or destroyed "by the King's Enemies." Obviously, in a nation which expected to be subjected to severe bombing, the common law rule would have resulted in great hardships to tenants. In 1941 further provisions applying to war damaged housing, considered to be either fit or unfit for habitation, were set forth in the Landlord and Tenant (War Damage) Amendments.

Both the Housing (Emergency Powers) Act of 1939 and the amendment of 1941 enable local authorities to repair war damaged homes.⁶ The first version of the act made the cost of the repairs a charge against the property, although demand for repayment was not to be made until after the war. As soon as wide scale bombing began, however, it appeared to be unfair to have the loss borne by the individual property owners affected rather than by the community as a whole. As a result of the 1941 revision of that act repair costs for houses damaged through enemy action are borne by the War Damage Commission of the central government and are not charged against the property.

⁶2 & 3 Geo. 6 c. 73; 4 & 5 Geo. 6 c. 74;
S. R. & O. 1941 ($\frac{\text{No. } 1763}{\text{S. } 50}$)

New construction for war workers, carried on by the various ministries, was undertaken pursuant to the Emergency Powers (Defense) Acts and the Civil Defense Act passed in the summer and autumn of 1939 and 1940. These acts set forth broad powers for the handling of the war effort.

Billeting of Workers

The rapidity with which workers were shifted from one part of the country to another for war production made it essential that housing accommodations be made available immediately. This was effected through a series of statutory rules and orders providing for compulsory billeting of workers in homes in the congested areas, and for the renovation of unoccupied houses.

Compulsory billeting powers have been granted in approximately 150 areas. In rare instances arrangements have been made for compulsory billeting of the families of workers. In areas where the shortage of housing has become acute, the Ministry of Health may declare the area to be "closed," i.e., only those persons other than residents who are needed for the war effort may remain in the district for more than three days without special permission.

Obviously, during the emergency, all new housing construction has to be geared to the war effort. It is not surprising, therefore, that several days after war was declared the Ministry of Health issued a circular which provided for the postponement of new construction under the government's low rental housing pro-

gram until the emergency is over.⁷ At the beginning of the war in areas in which there was a housing shortage, however, local authorities were permitted to complete construction already under way. A stricter policy than this was followed with regard to private housing; only houses nearly finished when war was declared were permitted to go on and new projects were not to be commenced except with the consent of the government. On occasion this consent was given for construction in defense areas.

From September 1939 to May 1942 about 140,000 family accommodations were completed; approximately 30 per cent of these were provided by local authorities and the remainder by private enterprise. This is in marked contrast to a pre-war rate of approximately 300,000 family units per year, about one-third of which were built by local authorities.⁸

As the war progressed building materials and labor became scarce; at the same time it was necessary for large numbers of workers to enter factories located at some distance from available housing. These two conditions were responsible for a radical change in types of housing construction.

Hostels

Most of the war housing construction in Great Britain is of the hos-

tel type—dormitory accommodations for single men, single women and, in a small proportion of cases, individual family units. Hostels constructed of prefabricated materials are rapidly being built by the Ministry of Supply for Royal Ordnance Workers, by the Ministry of Works and Buildings for agricultural labor, for "bombed out" people including other than workers, for employees of aircraft factories, and for workers on admiralty jobs. Once built these projects are under the supervision of the ministry concerned with the respective group. For example, the Ministry of Health supervises temporary hostels for those who have been "bombed out" and the Ministry of Agriculture controls accommodations for rural workers needed for emergency production.

In addition to newly constructed projects, many buildings have been reconditioned and adapted to hostel purposes. These are to be found primarily in large cities. For example, the London Hostels Association Limited, a non-profit enterprise, has acquired, renovated, and equipped thirty-five buildings as hostels for persons whose homes have been broken as a result of the war.⁹ In the daily management of these houses this organization secures the coöperation of voluntary or charitable associations such as the Young Women's Christian Association.

⁷Ministry of Health Circular (No. 1866) 1939.

⁸Wartime Housing, Rent Control and Billeting in Britain, by Captain Richard Reiss. British Information Services, 1942; Local authorities include city and borough, urban district and rural district councils.

⁹"The Government Hostels in London," *Local Government Chronicle*, January 18, 1941, p. 65; "Housing of Workers," British Library of Information (typewritten memorandum on file); Letter May 4, 1942, from British Information Services (based on cabled information from various ministries).

The National Service Hostels Corporation Limited, a non-profit government corporation organized by the Ministry of Labor and National Service in coöperation with other government departments concerned, serves as a coöordinating agency for many of the government-provided hostels for war workers. This corporation either manages the projects directly or uses the services of voluntary associations for assistance in daily operation. Accommodations are provided either in new or converted buildings. Some of these are used merely as temporary homes—clearance hostels—until permanent billets can be found. In both agricultural and industrial areas to which there have been great migrations of workers, clearance hostels are essential. Other National Service Hostels are being used as permanent accommodations for the duration of the war.

Hostels are built of two types: small units to house agricultural labor providing housing for thirty to fifty persons; large units to house industrial workers, caring for 500 to 2000 persons.

In the newly constructed hostels for agricultural workers average construction costs are £130 per occupant. An additional allowance of £15 per person is made for essential furnishings. The self-contained unit includes a central dormitory, central accommodations for bathing and laundry, and a general welfare block—dining and recreation room, kitchen, a room for persons who are ill, and a small bungalow for the manager of the hostel. Although the units

are often larger, hostels for industrial workers follow similar plans.

Division of Authority

Neither the British Government, nor the United States (except for the steps taken in the recent housing reorganization), has solved the problem of unified control of housing for war workers. Competition among government agencies, divided responsibility, dual and often triple supervision, lines of authority which overlap, all have characterized the war housing program in both countries. In England, for example, the Ministry of Works and Buildings has never been able to secure control of all building production; instead it has shared responsibility with the Ministries of Supplies, Health, and Labor.

Technicians, informed that speed is of utmost importance, do not have their morale improved when instructions from competing ministries necessitate redrawing of plans. Minor changes in specifications required by local conditions have been needlessly delayed until the orders could be cleared through dual supervisors.

From the outset England recognized the need for national rent control, compulsory billeting, closure areas, and war-damage insurance. In many of the defense areas of the United States rent control has just become effective. Although in emergency areas the need for compulsory billeting is generally recognized, thus far in Washington it has not gone beyond the discussion stage. The mechanism for war damage insurance is also in process of materialization.

Like the United States, the British

(Continued on Page 420)

Manager Plan Brings Amazing Debt Reduction in Cleveland Heights

By ROBERT H. CLIFFORD

Cleveland Press

IF THERE is another city operated as successfully over a corresponding length of time under the manager plan of government, Cleveland Heights, Ohio, hasn't heard about it.

Let's take a look at the record:

Debt reduction of 89.6 per cent;

Twenty-two years as the average length of service for members of the legislative branch of the government;

One city manager in two decades and the same mayor for twenty-eight years;

Percentage of debt in relation to assessed property values 65/100 of one per cent.

Sounds amazing, you think!

But that, in brief, is the story written in Cleveland Heights, big Cleveland suburb having 55,000 population, in the past twenty years.

There are not many American municipalities which can claim the continuity of service among its public servants which has marked city manager operation in Cleveland Heights. While many other cities tossed out their officials at frequent intervals and abandoned policies formulated on a basis of long-range planning, Cleveland Heights found its executives "tried and true," their foresighted programs worth while, and stuck to their guns.

This continuity of service stands

EDITOR'S NOTE.—These articles are the first of a series on cities which have completed twenty years of operation under the council-manager plan.

out as the top ranking feature in any study made of the highly successful operation of the city's government.

Cleveland Heights is unique in several other ways. It is zoned strictly for residences and retail business. It has 14,000 homes, 200 apartment buildings, and fifteen churches. It has no industrial or manufacturing plants. No railroads operate in or through the city.

Incorporated as a village in 1903 with a population of 1600, it became a city in February 1921. Within six months the electorate had adopted a charter which went into effect on January 1, 1922, and has never been changed. It provides for election of a Council of seven, a Board of Education of five, and a judge of police court. The council appoints the city manager, law director, finance director, City Planning Commission, and Civil Service Commission, all other administrators being appointed by the city manager.

The Heights, just beginning the decade of its greatest growth, had an exorbitantly high per capita tax—\$97—with a total city debt per person of \$381.

Today the average per capita debt is \$16 and the outstanding net debt is \$610,000. In 1925 it was \$6,751,000. This sensational reduction in outstanding debt was accomplished during the long depression period when real estate values slumped and tax collections dropped off at an alarming rate throughout the whole nation.

At the present rate, the Cleveland

Heights debt will be less than \$50,000 in five years, and in ten years the city will be entirely out of debt unless some major capital improvements are undertaken.

For this year the suburb's budget is \$100,000 less than anticipated income, and yet it plans to continue what is one of the best public service programs in the country.

Top executives in the administration are Manager Harry H. Canfield and Mayor Frank C. Cain. Each has been in the city's service since 1910. The type of public service which they represent is best exemplified by the twice-a-week garbage collections and the pickup of ashes, rubbish, and waste paper within twenty-four hours after calls are made to City Hall.

People in the Heights never give a thought to possible changes in their system of municipal operations. They will never have to as long as the policies which have been so successful for the last twenty years are maintained.

Residents, all but a small portion of them having moved into this sub-

urb since 1922, have no knowledge of any type of public servants or municipal services except those that are good and worthy of continuation.

When the city was still a village Mr. Cain was the mayor. When it grew into the status of a city Mr. Cain headed the commission which framed a new charter and obtained its approval by voters. Then he bowed out of the picture—or rather, he thought he did.

The people of the town paid no attention to his announcement of withdrawal after serving as their chief executive since 1910. They elected him to the Council and the Council made him mayor under the manager plan.

He suggested selection of Manager Canfield, who along with Mayor Cain has directed administration of affairs of this city ever since without a word of scandal or public misdoing.

Is it any wonder that the residents of Cleveland Heights want no part of the political spoils system which has marked maladministration in so many other cities?

Man on the Street Profits by Escanaba's Manager Plan

By LEO COAN

Escanaba Daily Press

IN Escanaba, Michigan, the man on the street, who interprets the effectiveness of his local government in terms of what it has done for him personally and for the people of the community generally, probably appreciates better than anyone how successful city manager government there has been.

Most of Escanaba's advancements have come during the five-year administration of the present city manager, George E. Bean, who, with the coöperation of a social-minded Council, has given its 15,000 citizens more public services, including a well rounded parks and recreation program, than they have ever before enjoyed, while substantially reducing utility rates and lowering taxes.

A costly and more or less inefficient water treatment plant is being replaced with an artesian well system which will reduce operating costs in the water department by an estimated \$10,000 per year. By modernizing and increasing the efficiency of the municipal gas utility, the city pocketed another \$8,000 in savings. A new central steam plant, coöordinated with other city utilities, will pay for itself in less than eight years even at its present modest rate of operation. Incidentally, it was built without recourse to the use of borrowed money. Steady reduction of electric utility rates has resulted in the doubling of residential use of power in the past five years. That in itself is an accomplishment of which few communities can boast.

A program of street and sidewalk paving has modernized the city at small cost to its citizens. An improved snow removal program has done away with irritating and hazardous winter walking and driving conditions at no added cost to taxpayers.

A steadily improved zoning system has prevented the encroachment of industry into school and residential areas and permitted a long range plan of city parks and municipal beautification.

City employees work under a civil service system which has given them paid vacations, sick leave, a pension plan, a five-day work week, and complete freedom from political entanglements.

Is it costly? The city's bonded indebtedness has shrunk from \$531,000 in 1922 to \$144,500 in the current year. About 75 per cent of the debt

reduction was made during the past five years largely through increased revenue from more efficiently operated utilities. At the present rate of retirement the city's entire debt will be wiped out by 1951. An earlier debt-free status is impossible since some city bonds are non-callable.

Escanaba has a new municipal dock and a yacht basin, both built with WPA funds, and it has the finest city airport of any city its size in the state.

Its citizens enjoy free collection of garbage and rubbish most of the year and at actual hauling cost in the winter season.

A city-supervised recreational program gives both children and adults an opportunity to participate in sports the year round at no cost. A summer program of evening band concerts rounds out the recreational program.

Though the war has interrupted a park and lake-front development program which includes a new municipal bathing beach and beach house, that work will be completed as a postwar project. Judicious purchase of key properties has given the city control over practically all the lake front which borders the city on two sides, enabling a plan of public boulevards and parks, which will encircle the city, to be worked out.

Problems still remain, of course. A recent survey showed that 46 per cent of the city's homes were sub-standard according to the standards of the Federal Housing Administration and plans are already under way to begin correcting that evil.

Another problem—that of revising
(Continued on Page 390)

Home Rule for Wayne County?

Initiative petitions call for November vote on constitutional amendment permitting the electors to reorganize county's government.

By ARTHUR W. BROMAGE
University of Michigan

REVELATIONS of graft and waste of public money in Wayne County, Michigan, were highlighted in 1942 by a one-man grand jury investigation ordered by the Wayne County Circuit bench.

Most startling was the fact that graft and inefficiency were found in the County Board of Auditors, an elective three-man agency vested with managerial functions in budgeting, accounting, purchasing, and other technical services.

Of the three men who until the beginning of this year directed the huge finances of Wayne County, one is now serving a prison term after being removed from office for accepting bribes on county insurance policies and on a deal whereby he placed a certain cleansing fluid in use in county institutions. A second member of the three-man Board of Auditors has also been removed from office by the Governor pursuant to bribery charges, and the third has been removed on the grounds of misconduct in office.

The disclosures of graft and inefficiency raised serious questions as to the capacity of this metropolitan county to cope with the situation caused by war industries now swarming over the Detroit region.

The Chrysler tank arsenal and the Willow Run bomber plant contain the future of America on land and in the air. Although Ford's half-mile-long bomber plant lies in Washtenaw County, just over Wayne County's border, its employees live for miles around, many of them migrants without established homes. The need of thousands

of new workers for homes and community facilities involves local, state, and federal authorities throughout the metropolitan region of the motor city.

Industry's conversion and swift tooling up threw into contrast the rusty machinery of Wayne County. The cry went up: Home rule for Wayne; save the people's money.

Initiative petitions are now being circulated to place an amendment to Michigan's constitution on the November ballot, an amendment designed to permit electors to reorganize their own government. Findings of the one-man grand jury offered a springboard for this demand for home rule in the state's most populous county, but the money grafted by officials does not compare with the loss of services to taxpayers through inadequate procedures in public administration. Frittering away of the public interest over a period of years is the real loss.

Home rule for all Michigan counties seemed a fair prospect in 1934 when an earlier initiative petition placed a sweeping amendment on the ballot. When the voters rejected that proposal another attempt was made two years later. Rejection in 1936 was of no great consequence, since the proposed home rule amendment was a diluted dose of properties more sedative than remedial.¹ But popular agitation in favor of permitting a county to clean

¹See "Michigan's County Government, 1938," by J. M. Leonard. NATIONAL MUNICIPAL REVIEW, April 1938, pp. 214-222.

its own house revived on the strength of the grand jury revelations in Wayne. Now, for the third time within a decade, the issue is up, this time sagaciously limited—from a political point of view—to one county alone.

The question as to whether county home rule is to be or not to be has two angles. What's wrong with government and administration in Wayne County today? Will the 1942 proposed amendment permit correction of existing defects?

What's wrong with Wayne County as it is operating now? Some of the causes are as obvious as sore thumbs: the large Board of Supervisors for instance, its poster-size ballot, partisan elections, lack of a chief executive, no merit system for employees, decentralization of operating agencies, misplaced powers.

Unwieldy Governing Board

(1) The Wayne County Board of Supervisors ranks as the largest governing council for any unit of local government in the United States. It is bigger than the Michigan legislature. If its present size of 160 members were cut to one-tenth it would be getting down to a workable, democratic, representative body within the range which has elsewhere proved conducive to economy and efficiency. Piling up of members on a large board pushes to the vanishing point individual responsibility. The larger the number, the more it dwindles till lost from sight. County Auditor James D. Friel, for example, stated in April 1942 that members of the Ways and Means Committee of the County Board of Supervisors could not explain what the "extra payroll" was, an account from which, Friel indicated, forty-four seemingly useless employees were paid.

(2) Wayne County elects a raft full

of officers. Clerk, treasurer, sheriff, prosecuting attorney, register of deeds, drain commissioner, coroners, surveyor, members of the Board of Auditors—all are chosen on a ballot which would take longer to read from start to finish than the average voter spends in the booth altogether. Popular election is the essence of democracy, but like other powerful medicines it can kill as well as cure unless administered in the right dosage. Popular election, carried to the extreme, will eat the heart out of democracy. A fundamental principle is at stake here. When you want to obtain a policy-determining official such as a legislator or a local councillor or county board member, elect. When you want to get an administrator, appoint. Top-flight administrators rarely emerge from the political mill of long ballots. A good politician is born, not made. An expert in governmental administration is made, not born.

(3) Wayne County elects all these officers on the basis of their political affiliations. The make-up of the ballot provides for a party column, a party circle, and a party emblem. An "x" in the big circle at the top takes care of the voter's preference for national, state, and county officers. For years cities have been moving over to non-partisan nominations and elections, leaving out of their local concerns the irrelevancies of national and state politics. City elections can now center around actual local needs instead of being conducted on extraneous platforms with figure-heads perched thereon. Improvements have resulted in municipal affairs. Why isn't non-partisanship worth considering for a metropolitan group of people such as resides in Wayne County?

(4) Wayne County is without a chief executive—a mayor or a manager. This runs counter to good business

practice and government today is more of a business than the family picnic it used to be. Somewhere responsibility and authority must be lodged when the county is spending millions of dollars annually and employing thousands of persons. Everybody's business becomes nobody's business. Look again at American municipalities. For sixty years or more they have been concentrating administrative responsibility in strong mayors, and for the last thirty years in city managers as well. A directing head is as necessary to Wayne County's huge administrative mechanism as it is to any local governmental authority. To prevent administrative irresponsibility in this vital region during the decisive days ahead authority must be centered in a duly constituted executive head, empowered to act as occasion demands.

(5) Wayne County is bumping along without a modern merit system. In the year 1942 this defect is conspicuous. City and state governments long ago joined the merit system band wagon to cut out graft and nepotism and to terminate bungling of the public interest. Modern personnel practices alone would work wonders for Wayne.

(6) Wayne County lacks even the semblance of integration as between its auxiliary technical services and its operating or line agencies. Out of the existing independent and semi-independent officers and agencies, a series of departments such as finance, personnel, public safety, public works, public welfare, parks and recreation can be carved. Functional activities can be rearranged into coördinated departments, each headed by a department chief appointed by and subject to removal by a chief executive.

(7) Wayne's Board of County Auditors, now elected, exercises certain auxiliary technical service functions of

an over-all, managerial nature that belong in a department of finance responsible to a chief executive. Since there was no chief executive, it may have seemed logical in the past to vest such services as accounting and purchasing in a superboard of elected guardians of the public interest. Recent events have proved, on the contrary, that elective boards of auditors, coming up through the politics of the party column, are no substitute for professional management in a finance department under a chief executive.

Home Rule Needed

Now comes the question: how did Wayne County get this way? State constitutional provisions dating from 1908 call for the election of many administrative officers in Wayne as in all the other eighty-two counties. These requirements, embalmed in the constitution, have prevented even such a metropolitan area as Wayne from establishing a county executive with authority over appointment and removal of local officers. As a consequence reliance has been placed on grand jury investigations and the removal power of the governor to enforce the public interest. Officials who should have been summarily removed by a responsible executive have been brought to book the long way by cumbersome controls outside the administrative machinery of the county proper.

Is home rule the right answer? If the petitions for home rule for Wayne County are signed by a sufficient number of registered electors to place an amendment on the November ballot, and if a majority of those voting on the question approves it, then the changes will begin. Within five months after the amendment takes effect elections for home rule charter commis-

sioners must be held. According to the amendment any charter commission for Wayne County must consist of nineteen persons, qualified electors of the county, chosen by nonpartisan primary and election. Eleven must be elected at large from Detroit; one each from Dearborn, Hamtramck, and Highland Park, and five from single districts in the remainder of the county area as arranged by the County Election Commission. The out-county communities, as well as Detroit, will have a say in the writing of any future form of government.

Under terms of the proposed amendment a home rule charter commission in Wayne County would not be bound by existing state constitutional limitations—the limitations which have perpetuated the present hodge-podge. The amendment stipulates that a charter for Wayne County shall provide for a chief executive, a legislative body of not more than twenty-one members, other necessary county officers and employers, nonpartisan nominations and elections, the merit system, the initiative and referendum, and power to contract with other governmental units for the performance of functions. In other words, the amendment is pointed directly at prevailing practices not now productive of good government.

The difficult art of writing a home rule amendment for counties which are not only units of local government but also administrative subdivisions of the state accounts for most of the technicalities in the amendment. The drafting committee handled an intricate problem with skill and discretion.

As was the case with the 1934 amendment, home rule is merely the preliminary step creating a legal oppor-

tunity long denied. The real decision as to the future administration of Wayne County rests with the voters of the county itself when they adopt or reject the charter presented to them by the charter commission authorized by constitutional amendment.

WHAT KIND OF CONGRESS-MEN DO WE NEED?

(Continued from Page 378)

At the same time the poll to select desirable personal traits in Congressional candidates was in progress, the League's national convention, in May, pledged the organization to build public opinion which demands attitudes in Congressmen which will help win the war and help win the peace. It concluded that those attitudes are to be found in:

"Men whose first interest is to win the war, regardless of political, sectional, or special interest, and who recognize that there can be no compromise with Fascism."

"Men who know Fascism at home when they see it and have proved their devotion to a democratic solution of the governmental problems they face."

"Men who have demonstrated their understanding of the part this country must play in an interdependent world and the responsibility of the United States to share in building a free and stable order which will eventually include all peoples regardless of race, religion, or political persuasion."

The League of Women Voters has undertaken a large order. But this is an era of large orders.

Contributors in Review

COUNTY government is only one of the specialties of **Arthur W. Bromage** (*Home Rule for Wayne County?*). His writings have ranged over that subject and also state government and administration, the manager plan, Irish government and administration as well. Books and articles have flowed too from his experiences in the field: In Ireland in 1936 and 1939; on special investigating committees, such as the Michigan Commission of Inquiry into County, Township, and School District Government. Dr. Bromage began teaching at Harvard, now is professor of political science at the University of Michigan.

MUNICIPAL finance and the name of **Carl H. Chatters** (*To Strengthen Municipal Finance*) are by now almost synonymous. The executive director of the Municipal Finance Officers Association of the United States and Canada (since 1932) is also secretary of the National Committee on Municipal Accounting and in charge of the Chicago office of the National Association of State Auditors, Comptrollers and Treasurers. Besides that he teaches political science at the University of Chicago, and is responsible for two substantial books on *Local Government Debt Administration* (with A. M. Hillhouse) and on *Governmental Accounting* (with Irving Tenner).

ASKED for biographical data on herself, **Virginia Moorhead Mannon** (*What Kind of Congressmen Do We Need in Wartime?*) automatically supplied only details on the history of the twenty-two-year-old National League of Women Voters. This selfless gesture is a commentary on the fealty which the Women Voters' organization gets from both its employees and its members. Mrs. Mannon is publicity secretary for the National League as well as editor of its *Member's Magazine*, but for further information apply to the lady herself.

THE political science department and sociology department wedded their talents for the purposes of the article by **Rosalind Tough** and **Ruth G. Weintraub** (*Housing British War Workers*), always a recommended merger anyhow, according to modern theory. Dr. Tough gives a course in housing at Hunter College, where she is assistant professor of sociology; Dr. Weintraub teaches public administration at the same institution. An earlier article in this magazine by the two collaborators dealt with the housing chaos in Washington. Mrs. Weintraub is a member of the New York bar, and both have to their credit many publications in their respective fields.

ESCANABA'S MANAGER PLAN

(Continued from Page 385)

and correcting the outmoded and unequal system of property taxation in the city—is now being corrected.

The county seat of a county with a notoriously bad record of traffic deaths and injuries—for its size, one

of the worst in the state—Escanaba is faced with correction of this important problem, too.

Far better than anything it has ever had, the city manager government in Escanaba is not perfect, but if the opinion of most of its citizens is any criterion, it is better than satisfactory.

On the Local Front

*President stresses importance
of physical and moral fitness.*

Prepared by the Office of Defense Health and Welfare Services
Federal Security Administrator Paul V. McNutt, Director

ZILPHA C. FRANKLIN, Editor

SOME 8,500 key executives in war production plants recently received a letter from the President, transmitted to them by Paul V. McNutt, director of the Office of Defense Health and Welfare Services and chairman of the War Man Power Commission, calling for the active encouragement of physical and moral fitness.

"To War Industry Executives:

"I am deeply concerned, as I know you are, over preventable absences of workers in war jobs. There is no question that many millions of lost work days could be saved and that needless accidents and spoilage of materials could be prevented by simple safeguards to workers' health.

"Nine times out of ten when a man is physically unfit for work, the cause, so experts say, lies in off-the-job conditions.

"One of the most menacing of these hazards is venereal disease. Intelligent attack upon this hidden enemy could reduce it to the same relative unimportance as smallpox or diphtheria.

"I am sure you will be interested in the President's recent letter to me on this problem. You will find a copy enclosed.

"More than two years ago the Army, Navy, and Public Health Service approved an eight-point program, a copy of which is also attached. Near the camps the vigorous help of the commanding officers has brought great progress. The Army venereal disease

rate is now the lowest in wartime and the lowest ever recorded except for one peacetime year.

"But Army and Navy jurisdiction and that of the federal government under the May Act does not extend to prostitution or similar conditions in industrial areas. The Social Protection Section of the Office of Defense Health and Welfare Services, however, stands ready to coöperate fully in war industry communities, as in those near military posts. The assistance and guidance it has already given in many local communities speaks for its experience and effectiveness.

"In line with the President's letter, I am, therefore, asking your help in securing the repression of prostitution and in supporting local law enforcement to eliminate red-light districts and other conditions adversely affecting your man power.

Sincerely,
PAUL V. MCNUTT
Director"

"Dear Mr. McNutt:

"From every quarter come evidences of our national concern for total physical and moral fitness in this war for survival, fitness for the freedom we cherish. So far as the federal government is concerned, I have reports of the recent meeting between the United States Public Health Service and the War Production Board looking to a vigorous emphasis on industrial hygiene and health education in the current war production drive. Coöpera-

tion of the Public Health Service and the Department of Labor in accident prevention has been continuous. The Interdepartmental Committee on Venereal Disease has made splendid progress in eliminating from the vicinity of camps and naval stations that major source of infection—the red-light district. The War Production Board is coöperating in the extension of that effort to industrial areas where, incidentally, a major part of military and naval infection is derived. The community facilities program is rapidly supplying the necessary sanitation, and hospital and clinic facilities in the communities surrounding camps and industrial areas. The Procurement and Assignment Service is spreading our medical man power to serve these new population centers. Our program for the rehabilitation of rejected selectees is rapidly taking form, as well as health education in our schools and other agencies.

"But this job depends ultimately upon the people themselves and their moral fibre. Increasingly state and local officials are giving leadership in public health and law enforcement. From religious leaders and responsible citizens come to me, almost daily, expressions of their concern, which they are translating into active local coöperation for total effectiveness. In fact, only good local community organization can meet many of these needs.

"I, therefore, call for the united efforts of government—federal, state, and local, of business and industry, of the medical profession, of the schools, and of the churches, in short, of all citizens, for the establishment of total physical and moral fitness. No one can doubt the objective, or fail to coöperate in the various programs when he understands them. This is one effort in which every man, woman, and child

can play his part and share in ultimate victory.

Very sincerely yours,
FRANKLIN D. ROOSEVELT"

To protect the moral and physical fitness of the armies in the field and in the factory, several government agencies are attacking the problem of venereal disease. The War Department and the Navy Department have responsibility for the health of their own personnel. Their job is the control of areas within military reservations and the regulation of their own forces.

Methods of Control

Should vice conditions in a community within reasonable distance of any camp get out of hand and constitute a threat to the health of military personnel, the Secretaries of War and the Navy may take action under the May Act. In that case the Department of Justice takes over local policing for the repression of prostitution. Thus far it has been necessary to invoke the act only once.

The U. S. Public Health Service of the Federal Security Agency coördinates the nation-wide drive of state and local health authorities. To help states, cities, and counties do this job, the Service has a trained staff for technical consultation and material aid.

The work of the Social Protection Section of the Office of Defense Health and Welfare Services has two closely related aspects. One is the task of promoting legal repression of prostitution around army camps, naval stations, and war industries. This includes not merely regular commercial houses, but also those which mask their activities—the taverns, dance halls, honky tonks, and tourist camps.

The other task is the social problem of attacking the roots of prostitution:

finding ways to keep men from resorting to it and to prevent women and girls from becoming prostitutes.

Terms of Agreement

An agreement by the War and Navy Departments, the Federal Security Agency, and the State Health Departments on measures for the control of venereal diseases in areas where armed forces or national defense employees are concentrated outlines steps which need to be taken everywhere for an all-out national attack on venereal disease, one of the greatest threats to moral and physical fitness. This agreement states:

"It is recognized that the following services should be developed by state and local health and police authorities in coöperation with the Medical Corps of the United States Army, the Bureau of Medicine and Surgery of the United States Navy, the United States Public Health Service, and interested voluntary organizations:

"1. Early diagnosis and adequate treatment by the Army and Navy of enlisted personnel infected with the venereal diseases.

"2. Early diagnosis and treatment of the civilian population by the local health department.

"3. When authentic information can be obtained as to the probable source of venereal disease infection of military or naval personnel,¹ the facts will be reported by medical officers of the Army or Navy to the state or local health authorities as may be required. If additional authentic information is available as to extramarital contacts with diseased military or naval personnel during the communicable stage, this should also be reported.

"4. All contacts of enlisted men with

infected civilians to be reported to the medical officers in charge of the Army and Navy by the local or state health authorities.

"5. Recalcitrant infected persons with communicable syphilis or gonorrhea to be forcibly isolated during the period of communicability; in civilian populations it is the duty of the local health authorities to obtain the assistance of the local police authorities in enforcing such isolation.

"6. Decrease as far as possible the opportunities for contacts with infected persons. The local police department is responsible for the repression of commercialized and clandestine prostitution. The local health departments, the State Health Department, the Public Health Service, the Army, and the Navy will coöperate with the local police authorities in repressing prostitution.

"7. An aggressive program of education both among enlisted personnel and the civilian population regarding the dangers of the venereal diseases, the methods for preventing these infections, and the steps which should be taken if a person suspects that he is infected.

"8. The local police and health authorities, the State Department of Health, the Public Health Service, the Army, and the Navy desire the assistance of representatives of the American Social Hygiene Association or affiliated social hygiene societies or other voluntary welfare organizations or groups in developing and stimulating public support for the above measures."

The federal government is offering these services throughout the country to help state and local governments keep the problem under control. It is up to the local government to do its part. Local communities have taken
(Continued on Page 395)

¹Familial contacts with naval patients will not be reported.

The Researcher's Digest: July

Counties and administrative units again; policing in Virginia; federal aid in Massachusetts; parking meters explored.

THE celebrated "dark continent" of American government turns up again in a literate mimeographed symposium prepared for the **Bureau of Public Administration of the University of Virginia**. Titled *County Government in Virginia*, the collection of papers bears signatures of weight, such as that of Willard Day, former manager of Henrico County, Raymond B. Pinchbeck of the University of Richmond, in his rôle as chairman of the same county's school board, Professor George Spicer of the University of Virginia, Raymond Uhl of the sponsoring bureau, and several others of equal eminence in the field.

Burden of the papers is that Virginia county government has been considerably improved, that its improvements can and must go even further. The suggestions for this devoutly-to-be-wished-for improvement are practical and many. Not only Virginians should be interested in the product.

The Bureau of Public Administration of the University of Virginia is also currently responsible for a study of *Municipal Police in Wartime Virginia* by George A. Warp. This little booklet is an advance summary of some of the aspects of a forthcoming Bureau study on police administration in Virginia. The statistics show that many cities are undermanned, that salaries tend to be too low to keep the efficient personnel so necessary in wartime, that working conditions are, in general, good. The author sketches the special problems which confront police in wartime and makes recommendations on how the department may meet those situations. This is another study which is particularly directed toward Virginia but

which must have fruitful suggestions for municipalities elsewhere.

Administrative Units Revamped

Administrative units and what to do about them is a question which can always set public administrators to arguing fiercely among themselves. A monumental contribution on this subject now comes from Dr. Kurt Wilk, under the auspices of the **Institute of Public Administration**. Distilled into some 130 mimeographed pages from a much larger body of material, *Decentralizing Governmental Work* represents conclusions from a comparative study of administrative areas. The author has brought to bear on the American problem his knowledge of European experience, and the result has a consequent significant difference from previous works on the same subject.

Divided into two parts, the first half takes up the question of the numbers, types, and layers of administrative units; the second section considers the size of areas and allocation of functions. A specific scheme is proposed, involving nine types of administrative units: metropolitan cities including all those above 100,000 population and others which are self-sufficient metropolitan areas, quasi-municipal local units that are not themselves metropolitan cities, consolidated rural units, metropolitan regional units, counties, districts intermediary between state and local governments, a greatly reduced number of special districts, general regional districts, some special authorities. The scheme would comprise one or two layers within the states, with a third in some states. Almost the whole study sets forth quotable principles many of

which will doubtless add further fuel to the ever-waging argument.

Bundles for the States

Approaching the problem of administrative units from a somewhat different angle is a report on *Federal Aid Programs in Massachusetts*, prepared for the Massachusetts Special Commission on Intergovernmental Relations by the **Boston Municipal Research Bureau**.

Here the federal government enters the administrative picture bearing gifts, and effects subtle and not-so-subtle shifts in responsibility. A universally useful job has been done by the Bureau, for it describes in outline each of the programs of federal aid, giving legal citation, agencies involved, sums which have changed hands, bases of apportionment, conditions and limitations and state use of grants. The report is useful chiefly as a handbook, but there its usefulness should be extensive.

A Nickel, Please

Issued before gas rationing afflicted so many of the states, *Parking Meters in Tennessee* was prepared by Kenneth O. Warner for the **Governmental Reference Service of the University of Tennessee** to summarize the experience of six Tennessee cities. All aspects of the situation are explored, from cost of installation and amount of revenue to public attitudes and effects upon the traffic problem, with the arguments for and against and a word or two about legality. Now an interesting companion study would be, for those states with rationing, effect of "A" cards upon the parking problem.

Research Bureau Reports Received

Administrative Areas

Decentralizing Governmental Work.

By Kurt Wilk. Institute of Public Administration, New York City, 1942. 128 pp.

Counties

County Government in Virginia. A Symposium. Division of Publications of the Bureau of Public Administration, University of Virginia, Charlottesville, 1942. 62 pp.

Federal Aid

Federal Aid Programs in Massachusetts. Municipal Research Bureau, Boston, May 1942. 31 pp.

Police

Municipal Police in Wartime Virginia. By George A. Warp. Bureau of Public Administration, University of Virginia, Charlottesville, April 1942. 16 pp.

Purchasing

Purchasing in Kansas City Schools. Civic Research Institute, Kansas City, Missouri, April 1942. 21 pp.

Traffic

Parking Meters in Tennessee. By Kenneth O. Warner. Governmental Reference Service, University of Tennessee, Knoxville, February 1942. 22 pp.

ON THE LOCAL FRONT

(Continued from Page 393)

positive action throughout the United States. When federal and military officials have presented local authorities with the facts, in nearly every case action has been taken. Vice areas in more than 225 communities have been closed up in the last six months as a result of such action, closed by their own authority and policed by their own local officials. Constant vigilance in the repression of prostitution and its attendant evils is necessary to protect the moral and physical fitness of our military and industrial armies.

News in Review

City, State, and Nation
Edited by H. M. Olmsted

Constitutional Revision Urged for Michigan

**Governor's Study Commission
Hands Down Final Report**

EVERY sixteen years the people of Michigan vote on the question of holding a constitutional convention, according to the constitution of 1908. In anticipation of this event, which will fall due at the November 1942 election, Governor Murray D. Van Wagoner some months ago appointed thirty-two members to a constitutional revision study commission with State Supreme Court Justice George E. Bushnell as chairman. They represented such fields as politics, labor, agriculture, and education, and undertook to examine the constitution with an eye to the need for revision.

On January 7, 1942, the commission met and organized itself into twelve subcommittees which submitted informal reports in April.

Many changes were proposed but it was not then decided whether there were sufficient weaknesses in the present constitution to justify a 1942 call for a constitutional convention. A decision on this question and debate on the merits of the various changes submitted by each committee were left for the meeting of June 23.

Meeting in Lansing on that date, the commission, by a vote of eighteen to seven, decided to advise the people of Michigan to vote "yes" on the question of calling a constitutional convention. If the people follow this counsel delegates to a convention will be elected in the spring of 1943.

The recommendation that the constitution of Michigan is so in need of revision as to warrant summoning a convention during wartime came as a surprise to groups for whom the war serves as a convenient excuse for shelving troublesome public questions. To those who have studied the constitution in detail the advice of the commission seems eminently sound. Four years ago Governor Murphy's Commission on Reform and Modernization of Government in Michigan raised many constitutional questions which still remain unanswered. Now, the Van Wagoner study commission, while reiterating a number of these basic points, has added others for public consideration.

The Constitutional Revision Study Commission put its finger on the long ballot and the decentralized executive branch in state administration. It recommended that certain administrative officers now elected be appointed by the governor: secretary of state, treasurer, and attorney-general.

To lighten the burden on the voters, four-year terms for certain state officers were recommended instead of the present two-year tenure. Also viewed with favor was the New York plan of holding a quadrennial state election in the non-presidential, even numbered year. At the present time Michigan holds not only a general election in November of even years, but also a less important general election every other April. It was urged that the latter be abandoned and the state election be concentrated in the November balloting.

Revising existing salary scales in the constitution was recommended to make more adequate compensation for certain state officers.

The question of reapportionment has been toyed with for years by the state

legislature in defiance of a constitutional mandate. A petition for a constitutional initiative amendment to bring about sure-fire reapportionment in line with the urbanization of recent decades is now being circulated in Michigan.¹ By a close vote the commission declared in favor of reenforcing the constitution so as to make reapportionment automatic.

In the field of local government the commission reached conclusions which reaffirm views advanced as many as ten years ago by the Brucker Commission of Inquiry into County, Township and School District Government. Chief among these is the principle that counties should have home rule and the state legislature should be empowered to provide optional forms of county government. The commission went so far on the county level as to advise constitutional authorization for the legislature to merge and dissolve counties. At the township level the proposal is that justices of the peace cease to be constitutional officers. This presumably would pave the way for their ultimate abolition in favor of a streamlined minor judiciary. County government as well as reapportionment is in the limelight in Michigan because of the circulation of initiative petitions to amend the constitution to give Wayne County alone home rule.²

Taxation and finance were subjects in which the commission found certain constitutional language to be an unwarranted encumbrance. The uniformity clause is declared an unnecessary obstacle to effective tax legislation. The fifteen-mill tax limit survived the

suggested changes with some modification. Long-term financing of capital improvements by local authorities has been severely restricted by this limitation which requires that additional millage can be levied for a period of five years only, and then only after a two-thirds majority vote. It was proposed that this time limit be extended to ten years, and that a simple majority suffice to legalize levies above the fifteen-mill limit for capital improvements.

Will the voters in November follow the well considered advice of the commission or will they do as they did in 1926? At that time the voters decided that the constitution could stand as it was with such piecemeal amendments as might accrue under the constitutional initiative or by legislative proposal and popular referendum.

Whether a constitutional convention actually will be invoked or not rests this year in large measure on the vote of organized labor. Farm groups will undoubtedly stand pat on the present fundamental law as they did in 1926. The sudden growth of organized labor brings into play a factor not then in operation, thereby increasing the difficulties of any would-be prophets at this time.

A. W. BROMAGE
J. A. PERKINS

University of Michigan

**New Jersey Legislature
Blocks Early Constitution Vote
and Anti-Hague Appointments**

On June 15 the Republican-controlled New Jersey Senate, just before adjournment for the summer, acted in opposition to the recommendation of the Constitutional Commission, headed by State Treasurer Robert C. Hendrickson, former Republican candidate for governor, that the proposed new state

¹See "Michigan Seeks Reapportionment Again", by Charles W. Shull, NATIONAL MUNICIPAL REVIEW, June 1942, pp. 345-7.

²See also "Home Rule for Wayne County," pp. 386-9 this issue.

constitution be passed upon by the legislature and submitted, with any changes made, for popular vote at the November 1942 election. Early action on the constitution has also been urged by Governor Edison.

The Senate voted to create a committee of four senators and four assemblymen to hold public hearings. If the demand for a new constitution seems sufficient to the Senate it will, upon reconvening in the fall, arrange to submit one to a referendum in November 1943—when Governor Edison's successor is also to be chosen. Thus the court reorganization advocated by the present governor, and fought by Mayor Frank Hague of Jersey City, will be left for a now unknown governor to handle. The Assembly concurred in the plan.

The Senate also failed to act on Governor Edison's nominations to the Civil Service Commission and the Board of Tax Appeals, replacing two Hague adherents. The legislators were deterred by "senatorial courtesy"—the senators for the counties from which the nominees came not being in harmony with the nominations.

Governors Emphasize State Cooperation in War Efforts

With a record-breaking attendance of thirty-eight state governors, the annual meeting of the National Governors Conference convened at Asheville, North Carolina, on June 22, for three days. War and postwar themes dominated the sessions.

At the first of these Governor Stassen of Minnesota proposed a world association, modeled upon the relationships that exist among the United States, for future peaceful and orderly world development. Governor Lehman of New York dealt with various problems associated with the main theme of the meeting—the effort of the gov-

ernors to bring about more effective state participation and greater coöperation with federal agencies in the war effort. He described civilian defense administration in his state, and urged a reserve of public and private works for postwar adjustment and reconstruction.

A round-table discussion, with Donald M. Nelson of WPB, Leon Henderson of OPA, and Robert P. Patterson, Under-Secretary of War on the urgency of gasoline and tire rationing primarily for rubber conservation, featured the second day's session.

On the concluding day resolutions were adopted protesting any national legislation to free corporations or individuals engaged in war work from state or local sales taxes or other forms of taxation, and opposing administration proposals to substitute a completely federalized system of unemployment compensation for state participation under the present system; but a further unanimous resolution praised the leadership of President Roosevelt in the war program and pledged full co-operation "to the end that the world of our children and our children's children may be a world of justice and of peace."

Governor Herbert R. O'Conor of Maryland was elected chairman for the coming year, and Frank Bane was re-elected secretary and treasurer.

Administrative Codes Published by Eight States

With the action of Kentucky this year in requiring the Secretary of State to prepare and publish a state administrative code, eight states now make it necessary that the rules and regulations of all state departments, boards, and other administrative agencies be published. The other seven states, according to the Council of State Govern-

ments, are Oregon, Kansas, Massachusetts, and Wisconsin, which provided for their codes by legislative action in 1939; and California, Ohio, and Tennessee, in 1941.

In the federal government administrative rules and regulations were put in order during 1935-38, when Congress established the Federal Register and Code of Regulations.

Kentucky's law includes a provision levying a fine of from \$500 to \$1,000 upon the Secretary of State if he fails to perform his code-compiling duties. Cost of printing is prorated among various departments.

State Postwar Planning Programs

New York's State Commission for Postwar Public Works Planning, created by a law signed by Governor Lehman in May, provides the first machinery for state postwar planning to be established by statute, according to the American Society of Planning Officials. Massachusetts and Minnesota are two other states which have made provision for postwar planning.

The commission's planning program under the New York law involves the coördination of funds and authority for keeping records and specifications on all state planning projects hitherto handled separately by various state departments. The commission is to prepare and maintain progress reports on postwar plans of municipalities in the state, and to maintain connections with federal officials and agencies concerned with postwar planning. It will consist of the director of the State Bureau of Planning, representatives of other state departments, and chairmen of several legislative committees.

In setting up the commission, the legislature appropriated \$450,000 to be spent in preparing plans for postwar construction, and authorized creation

of a building reserve fund of about \$320,000,000 through sale of state highway, grade crossing and housing bonds.

Minnesota's program, under an executive order of the Governor, includes a \$10,000,000 fund—to be built up during the war period—for constructing highways, schools, and small-unit housing.

Massachusetts' Post-Defense Readjustment Committee, composed of economists, manufacturers, workers, and planning authorities, is concerned mainly with planning for postwar employment of war industry workers.

Zoning Extended in Georgia

Since the passage of extensive additions to the zoning laws of Georgia last year and in 1939, the percentage of the urban population of that state living in municipalities and counties having zoned areas has risen to 55.

Zoning in Georgia may be divided into three periods starting in 1921 with the approval of a zoning amendment to the charter of Atlanta. During the first period, from 1921 to 1926, zoning was granted by the legislature to the various cities desiring it by approving amendments of the city charters, but although fifteen municipalities had their charters amended, only Atlanta and Macon established zoned areas before 1926.

The State Supreme Court in 1926, by its decisions in three Atlanta cases, showed itself to be critical of the zoning ordinances in the municipalities. In the next year the legislature passed a constitutional amendment which would grant to it full power to authorize zoning by the authorities of cities having a population of 25,000 or more inhabitants. Adoption of the amendment marked the beginning of the second period of zoning, from 1927 to 1936. Thirty-seven cities and eighteen unin-

corporated communities were zoned, and Glynn County set up zoned areas. The Georgia courts since 1927 have upheld the zoning amendment as reasonable. Several decisions aided greatly in permitting Georgia cities to enjoy zoning and its benefits.

The third period was marked by more extensive zoning laws, passed by the legislature in the regular session of 1937, the special session of 1937-38, and the regular sessions of 1939 and 1941 respectively. Not only were ten new cities added to those covered by the zoning amendment of 1927, but more zoning power was given to certain authorities of seven counties throughout the state by lowering the population requirements of the original act. At least ten Georgia counties have seen the good results that can come from zoning. The courts have continued to uphold zoning regulations so long as they are reasonable.

LYNWOOD M. HOLLAND
University of Illinois

Atlantic States Marine Fisheries Compact

Congressional consent legislation approving the Atlantic States Marine Fisheries Compact, signed by President Roosevelt in May, clears the way for development of a fourteen-state coöperative program for conservation of fish and preservation of fishing industries along the eastern seaboard.

This climaxes seven years of effort toward preserving their fish and fishing industries by Commissions on Interstate Coöperation of the nine states which thus far have agreed to participate in the compact, and of the five other Atlantic states expected to take action when their legislatures meet in 1943.

Under the compact a commission representing participating states will be appointed to promote better utili-

zation of Atlantic fisheries through development of a joint program for conservation, promotion, and protection. Emphasis during the war will be placed also on prevention of any kind of waste.

City Managers Meet in October

The twenty-eighth annual conference of the International City Managers' Association will run for five days, October 11-15, at the French Lick Springs Hotel, French Lick, Indiana—almost at the population center of the nation. A large attendance of managers from the United States and elsewhere is anticipated, particularly in view of the opportunity to discuss wartime problems of municipalities with leading authorities.

Council-Manager Plan News

The City Commission of **Houston, Texas**, has set August 15 as the date of a special election on the question of council-manager government. A petition bearing 16,129 names, which has been circulated by a group led by former Mayor R. H. Fonville and others, impelled the Commission to call an election. The August 15 date falls between the primary and the "run-off" primary of August 22. A second group has complicated the situation by calling for a vote on a modification of the commission plan, the present commission of five to be enlarged to seven. The Commission is including this proposal in the election called for August 15. Nine charter amendments will be submitted—four instituting the manager plan and five to revise the present commission plan and make certain changes in civil service administration.

The Civic Club of **West University Place**, a suburb of Houston, is making a study of the manager plan.

A manager charter for **Concord, New**

Hampshire, has been submitted to the sixty-two members of a volunteer charter committee by the subcommittee that has worked on the document since last autumn. A nine-member council is provided for, and the merit system in city employment is prescribed. A publicity campaign is contemplated to pave the way for presentation of the proposed charter at the coming session of the state legislature.

Petitions for a referendum on Plan E—the manager plan with proportional representation—are being circulated in **Lowell, Massachusetts**. It is planned to place the question on the ballot at the November elections if sufficient signatures are secured.

In the state of **Washington**, where there are now no council-manager cities and where only the seven cities of the first class can frame their own charters (others being restricted to mayor-council and commission forms), the Association of Washington Cities reports interest in the manager plan by officials of various cities.

Battle Creek, Michigan, and **Columbus, Ohio**, are showing interest in the manager plan.

An amendment to **Cleveland's** city charter, introduced in Council by Councilman Richard W. Zingler, calling for the manager plan with a nineteen-man council, has been tabled "for the duration of the war" by the Councils' legislative committee.

In **Minneapolis, Minnesota**, a council-manager charter is advocated by the Council-Manager Charter Association, which hopes to obtain a popular vote in November. The proposed charter calls for a council of eleven, five of whom would be chosen at large for four-year terms, and six by wards every two years. It has been submitted to the Charter Commission, and referred by the latter to its research committee for study and report.

The charter could be submitted to the voters at either the primary election on September 7, or the general election November 3. If the Charter Commission approves the proposal and submits it any time after August 8, the charter would be voted upon at the November election. Eight votes of the Commission's fifteen members are required for favorable action. Otherwise, a petition signed by 5 per cent of the voters at the last election (7,814), and presented to the City Council, would make it mandatory for the Council to place the charter proposal on the ballot.

To be ratified the proposal must have four-sevenths of the total vote cast on the proposal.

The proposed manager plan for **Berkeley, Michigan**, was defeated on June 2 by a vote of 577 to 277.

New York State Mayors Meet

The annual meeting of the New York State Conference of Mayors and other Municipal Officials was held in Syracuse, June 8, 9, and 10. A training school for city and village clerks and the annual meetings of the organizations of assessors, planning boards, and municipal engineers were also held. On June 8 there was a luncheon for all present, under the auspices of the City and Village Clerks Association, with Civil Service Commissioner Howard P. Jones as speaker; a breakfast conference was held on June 9 by city and village managers and planning officials; on the same day the Federation of Official Planning Boards sponsored a luncheon, with an address by Assembly Speaker Oswald D. Heck. The sessions on June 10 were devoted to municipal war activities and civilian protection.

Model Ordinance Committee for Maine

In order to assist the Maine Municip-

ipal Association in the issuance of model ordinances and forms, a committee consisting of the counsel for the Association and three city solicitors has been created. Drafts of model ordinances of current interest to municipalities are to be prepared by the association office and submitted to the committee.

Model Ordinance Provides Suspension of Building Codes

A model ordinance authorizing the emergency suspension of city building, electrical, and plumbing codes because of shortage of materials essential to war efforts, has been prepared by the National Institute of Municipal Law Officers and adopted by various cities.

Regional Planning for Detroit Defense Area

Expansion of wartime industry in the Detroit defense area and the resultant migration of workers have impelled the Mayor of Detroit to appoint a Regional Planning Committee as a fact-finding, advisory, and coördinating agency, according to the American Society of Planning Officials. The State Planning Commission and the City Planning Commissions of Detroit and Dearborn are represented on the committee, along with the Engineering Society of Detroit, Citizens Housing and Planning Council, Huron-Clinton Parkway Authority, Federal Housing Authority, Wayne County Bureau of Taxation, and the cities of Pleasant Ridge, Ferndale, Highland Park, Grosse Pointe, Trenton, Ypsilanti, Ann Arbor, and Romulus.

A technical staff was formed of personnel lent by the various agencies holding membership on the committee, and studies of housing, transportation, and utility needs in the area now are under way, with a first report on immediate needs completed.

Among other war-induced problems which will be studied are legal con-

trols for rural and urban developments, recreation, educational and cultural facilities, and evacuation problems for the metropolitan area.

Regional Conferences of Civil Service Assembly

The Civil Service Assembly of the United States and Canada held three well attended regional conferences in May and June—western, in Oakland, California, on May 5-6; central, in Chicago, Illinois, May 14-16; and eastern, in Albany, New York, June 5-6. All stressed wartime problems of public personnel agencies.

Continuation was urged for the co-operative personnel recruitment survey, a project carried on during the past year under the joint sponsorship of the Assembly and the Federal Civil Service Commission to develop methods of coöperation between local public personnel agencies and the federal government.

Because of the drain of civil service man power due to war, emphasis was placed on employment of women for various types of work hitherto performed by men. Other suggestions for overcoming civil personnel shortages included the positive use of transfers, re-examination and possible lowering of minimum qualifications, use of related registers, and pre-entry and in-service training programs.

Institute for New York Fire Chiefs

In connection with the meeting of the New York State Association of Fire Chiefs in Albany May 18, 19, and 20, an educational institute with emphasis on war problems of municipalities was conducted. In addition to a full schedule of lectures there were demonstrations throughout one afternoon. There was a record attendance of more than 200, with 158 enrolled.

Citizen Action*Edited by Elwood N. Thompson***Missouri Campaigns
for New Constitution****Statewide Committee Set Up
for Educational Program —
Local Committees Forming**

AT the forty-seventh Conference on Government of the National Municipal League, held in St. Louis November 1941, Missouri's Secretary of State announced it was mandatory for him to place a proposal for a state constitutional convention on the November 1942 ballot. In Missouri this question must be decided by the voters every twenty years.

At a special session of the League's conference devoted to Missouri's constitutional problems, State Senator Allen McReynolds was elected temporary chairman, with power to appoint a committee of ten to consider methods of public education to secure a favorable vote on the revision issue.

Before the committee of ten had been appointed Pearl Harbor focused attention on the national and international scene. But on January 8 of this year Senator McReynolds called the new committee, together with other interested leaders, to meet in Jefferson City.

The committee voted unanimously to push for favorable action in the belief that it is doubly necessary for citizens on the home front to perfect governmental machinery while the boys are fighting on foreign fronts, thus making for a more workable democracy when they return. The committee felt that because of the high cost of winning the war citizens could no longer afford the luxury of expen-

sive state and municipal governments with unnecessary wastes and overlapping jurisdictions which the present outmoded constitution encouraged.

At a second meeting, held April 11, the chairman was empowered to appoint to the state campaign committee one delegate and one alternate from each of the state's thirty-four senatorial districts. At the same time it was decided that a statewide women's organization should be set up on the same basis; both groups to be combined into one statewide organization. Hence the state committee has 136 representatives and alternates plus a number of delegates at large, these to include one representative from the American Federation of Labor, one from the C. I. O., and one from the Brotherhood of Railway Engineers, as well as representatives of other groups which may be added, making a total committee membership of approximately 150.

The entire committee met on May 21 at Jefferson City to outline a campaign program and assign functions. The meeting was addressed by Isidor Loeb, former dean of the School of Business and Public Administration at Washington University and long an authority and writer on constitutional government in Missouri and the man requested by the first meeting of citizens to appoint a temporary chairman for the committee of ten.

The Committee on Permanent Organization presented its report at the meeting and nominated the following statewide officers who were elected: president, Senator Allen McReynolds, Carthage; first vice-president, Rev. Oscar Johnson, St. Louis; second vice-president, Mrs. Roscoe Anderson, Webster Groves; third vice-president, Father John C. Friedl, Kansas City; fourth vice-president, G. L. Zwick, St. Louis; secretary, Mrs. John A. Harris,

Columbia; and treasurer, Stratford Lee Morton, St. Louis.

On his election the president was authorized to appoint a steering committee with power to select an executive director for the campaign and the following standing committees: press, radio, finance, speakers and meetings, research and publications, relations with other organizations.

The committee on resolutions, appointed prior to the permanent organization, also presented its report at the May 21 meeting, excerpts from which follow:

"It is a matter of common knowledge that propositions appearing on the ballot for consideration of the voters are almost uniformly rejected in the absence of an educational campaign to inform the voter of the purpose and nature of the proposal. It will be the purpose of this organization to conduct an educational campaign to fully inform the voter upon the merits and desirability of calling a constitutional convention. In submitting information upon this subject this organization will avoid the advocacy of any particular proposals or theories, since all questions of that type will be properly determined when a constitutional convention is called.

"Our present constitution was drafted to meet conditions quite different from those found at present. Life in Missouri in 1875 was very different from what it is today....

"The agricultural character of the state is shown by the fact that 97 per cent of the state government's revenues came from property taxes. Today the state receives only 6 per cent of its revenue from property taxes. The total cost expenditures of the Missouri state government increased from \$5,254,780 in 1873-4 to \$170,726,224 in 1939-40—an increase of 3,149 per cent....

"Democratic government on a national or world scale demands efficient, democratic government in state and local affairs. The democratic spirit must not be allowed to lapse in a democratic country merely because that country is at war. Inefficiency and waste cannot be tolerated in Missouri when every dollar is needed for

defense at home and war abroad....

"When the war is ended our state and local governments will doubtless face even greater postwar problems than we have known in the past two decades. The magnitude and variety of the governmental problems that will arise in the transition from a wartime to a peacetime economy will be such as to test the capacity of even the best constitution that can be devised for our state. We shall not be prepared for these postwar problems if we continue to operate under a constitution which has definitely demonstrated its inherent weaknesses under present and possible postwar conditions."

Plan of Action

Committee headquarters will be opened at Jefferson City. Through the statewide committee membership local organizations will be established in each senatorial district to carry forward the general committee's program. The organization for St. Louis City and County, already completed, was designated to carry on the work for its senatorial district.

The state committee will raise funds immediately by forming large committees and getting supporting resolutions passed by the hundreds of organizations in the state, many of them already on record in favor of the project. Literature will be published and distributed, speakers will be sent before service clubs, luncheon meetings, citizen and employee meetings, and all organizations will be asked to appoint committees to coöperate with the statewide committee. This has already been done by the League of Women Voters, which is 100 per cent behind the program, and the Missouri Teachers' Organization, which has set up an educational committee for its own group and instituted an instruction program for pupils in the public schools. Similar organizations have been formed by all labor groups.

Radio and press will be used along with speakers and the distribution of

printed literature to carry the story for positive action in November to all corners of the state.

STRATFORD LEE MORTON, *Treasurer
State-Wide Committee for the
Revision of the Missouri Constitution*

Citizens Back Manager in Teaneck Election Fight

In a city manager government who is boss in those departments over which the law says the manager shall have authority—the council elected by the voters, or the manager appointed by the council?

That question was the paramount issue in the municipal election held May 12 in Teaneck, New Jersey, to elect five councilmen for a term of four years. The citizens of Teaneck, by a goodly majority, decided in favor of the manager by electing four of five candidates placed in nomination by the **Teaneck Taxpayers League**. All five had pledged themselves to retain in office Township Manager Paul A. Volcker, whose administration since 1930 has proved eminently satisfactory and advantageous to the taxpayers.

About 6,500 votes were cast, and the League's fifth candidate, of high character and ability but not widely known among Teaneck voters, was beaten by only nineteen votes.

How the Issue Was Created

For eight or ten months prior to the election three councilmen had made persistent attempts to usurp the authority of the Manager in departments for which he is responsible. Two of the three were elected in 1938 on a ticket nominated by a political organization opposed to Teaneck Taxpayers League. The third was elected with the League's endorsement, but had deserted his League associates in the Council when they firmly opposed his efforts to inter-

fere in the administration of the police and other departments over which the Manager has authority.

The first open defiance of the Manager's authority took the form of a resolution passed by this somewhat incongruous majority ordering the Manager to appoint to a vacant captaincy one of two police lieutenants who had established eligibility ratings by taking a state civil service examination. The Manager refused to make the appointment and reported to the Council sound reasons for his refusal. Thereupon the majority passed a resolution making the appointment over the Manager's head.

Teaneck, voters some years ago adopted by referendum the provisions of the State Civil Service Act which provides that all municipal payrolls must be approved by the local Civil Service Commission before salaries can be paid. The Commission refused approval, due to the item showing an increase in the salary of the man appointed, on the ground that appointment by the Council was not legal. For a time that delayed payment of salary to any township employee.

This situation the majority had not foreseen, and to get around it they adopted the crab's method of locomotion. They crawled sidewise by voting to hold the appointment in abeyance until the courts decided the issue of authority. At the expense of taxpayers they engaged special counsel to secure adjudication of the matter by any means he might choose. He promptly secured a writ of mandamus against the Manager to compel him to make the appointment, although in a recent case involving the fire department of Cape May the New Jersey Supreme Court had ruled that the manager, not the council, had power to appoint or dismiss.

That at least two of the majority of

three would be candidates to succeed themselves was already determined, and they were diligently hunting for any issue, big or little, that might prove useful in the campaign. The police appointment matter had boomeranged. They next tried to make trouble for the Manager over the use of gasoline from the township pump by the Tax Collector, an appointee of the Manager, on business relating to the work of the Collector's office.

Last November the Collector took from the pump gasoline that had cost the township \$3.31. The Manager had authorized him to have it, and he signed a ticket for it. He explained in writing to the Council how he had used the gasoline on township business.

Not satisfied with the Collector's explanation and the Manager's assurance that the gasoline was taken with his knowledge and approval, the majority ordered the Manager to dismiss the Collector forthwith. He refused. The majority did not then know, but learned later, that a law had been passed some years before giving all tax collectors in the state tenure of four years from date of last appointment, unless tried and convicted on some specific charge.

Nevertheless the majority charged the Manager with insubordination in defiance of Council's orders and voted to suspend payment of salary to both Manager and Collector, whom they accused of using township gasoline for his private ends, until the Collector explained how he had used all gasoline he had drawn from the township pump since his appointment in 1938.

In taking this action the majority unwittingly jumped out of the frying pan into the fire. Manager Volcker is personally well liked; he has won wide public approval by his efficient administration of Teaneck's affairs for twelve years. Petitions quickly circu-

lated by Teaneck Taxpayers League, asking the Council to reinstate Mr. Volcker immediately, were presented with more than 1,200 signatures.

Election was drawing near and the majority saw a great light. They crawled again, this time straight backward, by voting to restore payment of salary to the Manager effective from the date it was suspended. The gasoline issue had backfired.

But the majority soon found an issue that looked promising. The township had just made an emergency purchase of some 2,800 feet of fire hose, most of it at the request of Teaneck Defense Council to give ample fire protection during the war emergency. The majority claimed it was not legal to make so large a purchase without advertising for bids, also that the price paid was too high. They were at once shown that the law permits emergency purchases without bids, that hose was scarce due to the rubber shortage, that the price paid was the same as that paid in 1941, and that the seller had offered to buy back the hose and pay ten cents a foot more for it than the price at which he sold it.

The majority crawled again, and at the next meeting voted to pay for the hose. Another issue sizzled out.

Using Surplus in the Budget

But the majority already had one issue they believed was a sure winner. Months before they had forced the use of \$105,000 from the township surplus as revenue in the 1942 budget over the protests of the Manager and the two minority Councilmen, who argued that not more than \$50,000 from surplus should be so used. Teaneck had received in 1941 \$105,000 as its share of certain public utility taxes which had been held in escrow by the state until legal knots were untied. In the two years when these taxes could not be

used as anticipated revenue, sums aggregating that amount had been taken from surplus, and used as revenue. Accordingly, when the money was finally received from the state, the Manager put it back into surplus.

Already the election was in the offing, and the majority said all that money belonged to the taxpayers and must be "given back to them immediately." So the 1941 tax rate of \$5.30 was reduced this year to \$4.86. And the pet campaign slogan of the majority was "We gave you a big tax reduction."

But that slogan didn't snare many votes in the election. All five of the candidates on a political organization ticket opposing the five nominated by Teaneck Taxpayers League were busy throughout the campaign protesting their belief in the manager form of government, which two of their number in the Council had been fighting to undermine and destroy. Then, after the petition to reinstate the Manager, they began vehemently to deny that, if elected, they intended to dismiss him.

During the battle a bill was introduced in the state legislature to amend the Municipal Manager Act so that a manager could be dismissed by a bare majority at any time without public hearing. It was introduced by a member of the legislature from a county in which no municipality has manager government, a close party associate of the lawyer who brought suit for mandamus against Teaneck's Manager in the police appointment case. And that lawyer is county boss of his party.

The coincidence didn't prove anything, but the voters of Teaneck didn't like the smell of it.

Teaneck is fortunate in having citizens of high average intelligence rating. It is strictly a residential town with no industries, where professional men, business executives, engineers, accountants, and white collar workers

have their homes. They are proud of its attractiveness and its good government. In the last twelve years they have seen great improvements—better fire, police, and health services and several new parks, among other things. They know they are paying less, in tax rate or in actual total, than they paid before 1930 for inferior services. So they pay their tax bills cheerfully and promptly—more than 89 per cent of the 1941 taxes were paid in that year.

Teaneck's population from 1930 to 1940 increased from a little over 16,000 to more than 25,000, or 52.7 per cent, creating demand for more school buildings and more teachers, bringing the financial growing pains suffered by every fast-growing town. For 1941 the township government got only 31.7 cents of each tax dollar, the school district more than 51 cents, state and county the rest.

Teaneck likes municipal manager government as administered in Teaneck by Mr. Volcker. The election in May shows it intends to keep them both.

SAMUEL S. PAQUIN
Councilman, Teaneck, New Jersey.

Ohio County Citizen Groups Solve War Industry Problem

Every community has a large volume of social assets in its civic groups. In peacetime these units usually operate in their individual fields. When these forces are unified, however, they become a great and necessary force in the social crisis which war produces.

In December 1940, Portage County, Ohio, faced such a crisis caused by the location of the largest arsenal in the world within its boundaries.

In February 1941 the first group of construction workers arrived. The sudden influx of thousands of strangers into this agricultural community raised

innumerable questions. Inaction would mean chaos.

Recognizing the seriousness of the situation, an outstanding local judge called a meeting of leading citizens and laid a tentative plan of organization before them. He suggested an assimilation of the strangers by a social reconstruction of the community. To do it he proposed to establish a coördinating rather than a policy-making agency to organize into functional divisions all the social assets available in the county under a qualified director.

This plan met with general approval and was adopted. The governing body consisted of the judge who had presented the plan as president, the usual officers, an assembly, an executive committee of sixteen representative citizens, and an executive secretary, working as the **Social Federation of Portage County** (Ravenna, Ohio).

Immediate needs were determined and a division pertaining to each "need" was set up with a director, operating on a practical basis.

The first need was housing, so a *Housing Division* was set up. Within it a Homes Registration Office was established. Through newspapers the citizenry was asked to list with the Office any vacant sleeping rooms, light housekeeping, or dwelling units. The newcomers were then asked to apply to the Office for accommodations.

Today the Office staff consists of six clerks and two inspectors. Over 8,000 people have been placed throughout the county in various types of dwelling units. A dormitory for 488 girls built under a federal grant is nearing completion. Recently 4,050 federal housing units were assigned to this district through the efforts of our Housing Division.

The *Law Enforcement Division* is under the direction of the county

sheriff. It has a unique subdivision composed of the retail liquor dealers who organized for self-enforcement of liquor laws. This group agreed on its own constitution and by-laws, adopted a code by which members agreed to abide by local and state liquor laws, to refuse liquor to intoxicated persons, and whenever possible to take the keys of an automobile from such persons and see that they reached home by other means. They will not tolerate brawls or obscene language in their establishments. Much credit is due them for the lack of lawlessness in this overcrowded area.

The *Health Division* obtained federal grants for adequate sewerage, for an addition to the only hospital in the county, to meet the health menace of trailer camps and the health hazards of crowded living conditions.

The *Education Division* obtained a bookmobile to serve rural schools, girls' dormitory, and sections of the county without library facilities. It also found funds to meet increased enrollment and personnel requirements in the schools, as well as funds for vocational training and equipment.

Space will not permit description and accomplishments of the other divisions: *Welfare, Citizenship, Agricultural Relations, Government, Religion, Consumers, Safety, Aid to Industry, Recreation, Labor Relations*, and last but not least, the *T. N. T. Division*.

The objective of this latter division is to blast a somewhat complacent public to a full realization of the problems confronting the county, as well as the nation. Draftees leaving the area are given a royal send-off by the *T. N. T. Division* and leave with a firm conviction that their sacrifice is appreciated by the "folks back home."

When this period of turmoil and chaos is ended, the community will profit by having a competent and a

well seasoned organization with years of experience to meet the problems of readjustment that are bound to follow.

GERALDINE ADAMS,
Executive Secretary
Social Federation of Portage County

Roundup—

WITH the coming of the vacation season most citizen organization publications are filled with summaries of activities of the past year. A survey of these indicates that a large majority are gradually expanding their programs and correlating them as closely as possible with the national war effort. . . . One of the most ambitious and effective jobs along this line is an eight-page pamphlet entitled *Kiwanis Reviews the War Effort*, telling in words and pictures how "Kiwanis peacetime work is being converted to meet important war needs on home and battle fronts." It contains a number of ideas which would undoubtedly be helpful to smaller organizations still searching for their place in the present picture.

The National Federation of Business and Professional Women's Clubs, in the June issue of its publication *Independent Women*, sets forth an excellent program for local clubs. Under the general title "Our War Program," the federation lists four "battle fronts" with a series of projects to match. Helpful suggestions on the conduct of programs and projects are included.

Other excellent suggestions for wartime activities of citizen groups are contained in a challenging article entitled "There Is a Job for Everyone," by Harrison M. Sayre, which appears in the March-April issue of *Community Coordination*. Mr. Sayre outlines an admirable eight-point program of civilian mobilization which covers the field thoroughly.

If you feel, as many do, that your

local government is not handling the civilian protection problem adequately, your organization might stir it into action by following the example of the **Grand Rapids, Michigan, League of Women Voters**. That group issued a broadside asking the question: "What would you do in an air raid?" and then listed the telephone numbers of the city officials who were responsible and who should be called for directions and information. The resulting telephone calls were so numerous that the City Manager was forced to announce publicly that the air-raid protection organization had not yet been set up—but within a week concrete action had been taken to remedy the situation.

In another Michigan city, Royal Oak, the administration has taken its responsibilities much more seriously and has even issued a small illustrated leaflet on the control of fire bombs. In communities where this has not been done, a citizen organization might well take upon itself the task of preparing a similar leaflet in coöperation with the local defense council. Such a leaflet might deal with the same subject, or any one of the numerous others related to defense on which the public needs and wants enlightenment.

All too frequently, we think, citizen groups maintain for themselves and advocate for others a complete hands-off policy so far as participation in politics is concerned. So long as our present political system exists, such an attitude fails to get at the heart of many of our governmental ills, and the **League of Women Voters** has long recognized this fact. Though as an organization it does not take part directly in politics, it constantly urges on its members and the public in general participation in party affairs. . . . One illustration is a broadside issued by the **Wethersfield, Massachusetts, League** prior to the town meeting last April, which has only recently come to our

attention. Dates of registration are set forth, the reasons for becoming affiliated with one of the parties are listed, and information is given about the party caucuses. The whole thing ends up with a three-fold slogan: "Become a Voter—Join a Party—and Vote."

Too often because school affairs are administered separately from the rest of our city government, we are inclined to assume that they are untouched by politics and let it go at that. The June issue of *The Citizen*, published by the **Citizens League of Port Huron, Michigan**, presents convincing evidence that this is not always the case and a strong argument for greater public interest in the election of school board members and the administration of the schools generally. When you think of it from a long-range point of view there is probably no more constructive purpose toward which a citizen group concerned about the future of its community could devote its attention.

R. M. W.

County and Township *Edited by Elwyn A. Mauck*

Los Angeles County Defense Develops Worthy Model

THE role that counties must play in civilian defense has been made more graphic recently by the program developed in Los Angeles County, California. Forty-five incorporated cities and the villages and rural districts of the county are organized for civilian defense on a county-wide basis. The County Defense Council has seventy-one paid employees and a budget for the current fiscal year of more

than \$300,000. Although the county had refused requests of other government departments for more than \$1,500,000 for defense purposes, \$1,000,000 has been appropriated as a general reserve for emergency purposes. An additional sum of \$600,000 is provided for in an "unappropriated reserve" for defense or other emergency.

The Defense Council is composed of one hundred members which include the County Board of Supervisors, one representative from each of the forty-five cities, heads of twenty-two county departments, the chairman of each local council of defense, and others appointed by the supervisors.

Under the Defense Council is the Civilian Air Raid Warning Service, which is in constant contact with the U. S. Army Fourth Interceptor Command and the Army Information Center. Also there is a district warning center and civilian control room which through an elaborate county-wide telephone hook-up can work immediately with the sheriff's staff, the police and fire departments of each community, the public works and public utilities officials, the emergency medical corps, and the Red Cross organizations of every locality in the county. A county program for training auxiliary police is under direction of the sheriff, and so far thirty-eight cities have sent men to the school, while forty-one cities have provided air raid warning instruction.

County Reorganization in Oregon

A constitutional amendment is being advocated in the state of Oregon in order to permit reorganization of county government. The movement has the active support of the Oregon League of Women Voters.

Taxation and Finance

Edited by Wade S. Smith

State Aid Is Important Local Revenue

30% of 1941 State Revenues Went to Local Governments.

A RECENT study of the Division of State and Local Government of the Bureau of the Census shows that in 1941 state aid took 29.5 per cent of the revenues of the forty-eight states and amounted to 24.3 per cent of the total revenues of local governments.¹

The relative importance of state aid to local government varied widely from state to state, however, ranging from a low in Oregon, where only 5.9 per cent of state revenues were turned over to the localities and accounted for only 3.1 per cent of all local revenues, to a high in Colorado, where state aid took 44.5 per cent of all state revenues and accounted for 36.6 per cent of all local revenues. In Delaware state aid accounted for the highest percentage of local revenues—48.8 per cent, but it represented only 33 per cent of the state's revenues.

In all, the study shows, state aid to local governments amounted to \$1,697,314,000. Counties received 35.7 per cent of this, municipalities 30.4 per cent, school districts 33.9 per cent, and a negligible amount went to special districts. All told, 43 per cent of the total went for education, 24 per cent for public assistance, and 20 per cent for highways, with the remainder largely available for general purposes.

Especially significant, in view of the fact that numerous revenues of both

state and local governments will be reduced sharply for the duration of the war, is the fact that 54.5 per cent of the total state aid was returned to the localities in proportion, or in substantial proportion, to the amount collected therein.

Since motor fuel taxes and motor vehicle licenses were respectively the first and second most important sources of state-distributed funds, the close relationship between state aid and its distribution on a collection basis is especially important. Collections of these taxes have already started to decline, and very sharp reductions are prospective as the effects of tire and gasoline rationing and restrictions on the sales of new vehicles become more pronounced. In many states, in fact, the program of state aid can be very severely crippled by the decline in these collections, the only alleviating factor being that gasoline taxes are quite generally dedicated to highway uses, often for purposes which can be deferred without too serious consequences to the municipality or county.

For the states themselves the decline in gasoline taxes and motor vehicle license collections means problems of varying seriousness, depending largely on the state's own setup in regard to the dedication and use of these revenues. States in which gasoline taxes are needed largely for fixed charges before they may be used for general purposes will be especially hard hit, of course.

Federal aid, according to the study, amounted to \$851,005,000 in 1941, \$744,166,000 of this going to the states and \$95,850,000 directly to local governments, while \$10,989,000 went to the territories. More than half the federal aid was for public assistance and PWA, with highways accounting for the second largest payments. Federal aid was of direct importance to local government only in the shape of PWA grants,

¹*Federal and State Aid: 1941.* State and Local Government Special Study No. 19, Bureau of the Census, Department of Commerce. April 1942

amounts going directly for other purposes being negligible although of course a sizeable portion of federal grants to the states actually found its way to the local level. There is also a negligible amount of locally collected revenue which goes to the states, \$41,192,000 in 1941, but this is chiefly pension system contributions, etc., and seems improperly classified as an inter-governmental aid.

U. S. Supreme Court Upholds New Jersey Municipal Finance Commission Law

One of the most constructive pieces of local finance legislation to grow out of the economic depression of the 1930's was upheld by the United States Supreme Court on June 1, 1942. In a decision by Mr. Justice Frankfurter the court ruled against a dissident creditor of the city of Asbury Park who sought to have set aside that city's debt readjustment program as approved by the state courts under the law.¹

The decision was of course of immediate importance to the city, since it ended litigation which threatened successful adherence to the city's debt composition and refunding plan, but it was more important in holding intact the state's system of fiscal supervision. Moreover, the sweeping language of the court was of especial interest to all those interested in local finance. Said the court, in part:

"The principal asset of a municipality is its taxing power and that, unlike an asset of a private corporation, cannot be available for distribution. An unsecured municipal security [i.e., a so-called general obligation or full faith and credit obligation—Ed.] is therefore merely a draft on the good faith of a

municipality in exercising its taxing power. The notion that a city has unlimited taxing power is, of course, an illusion. . . . In effect, therefore, the practical value of an unsecured claim against the city is inseparable from reliance upon the effectiveness of the city's taxing power. The only remedy for the enforcement of such a claim is a mandamus to compel the levying of authorized taxes. The experience of the two modern periods of municipal defaults . . . shows that the right to enforce claims against the city through mandamus is the empty right to litigate.

"How, then, can claims against a financially embarrassed city be enforced? Experience shows that three conditions are essential if the municipality is to be kept going as a political community and, at the same time, to the utmost for the benefit of the creditors. It is to be realized: impartial, outside control over the finances of the city; concerted action by all the creditors to avoid destructive action by individual and ratable distribution."

The court pointed out that the New Jersey statute provided for just such essentials, and finally and firmly disposed of the objection that the law contravened the contract clause of the federal constitution as follows:

"Here we have . . . no security whatever except the effective taxing power of the municipality; the effective taxing power of the municipality protects without state intervention to revive the famished finances of the city. State intervention, carefully devised and worked out with scrupulous regard for the interests of all creditors, and scrutinized to that end by the state judiciary with the result that that which was a most depreciated claim of little value has, by the very scheme complained of, been saved and transmuted into substantial value. To call a law

¹*Faitout Iron & Steel Company, et al. vs. City of Asbury Park.* U. S. Supreme Court, No. 896, October Term, 1941. June 1, 1942.

beneficial in its consequences on behalf of the creditor who, having had so much restored to him, now insists on standing on the paper rights that were merely paper before this resuscitating scheme, an impairment of the obligation of contract is indeed to make of the constitution a code of lifeless forms instead of an enduring framework of government for a dynamic society."

North Carolina Voids Special Assessments Under Statute of Limitations

An interesting footnote to this column's recent comments on foreclosure of property tax liens by proceedings *in rem* now comes from North Carolina, where the State Supreme Court has held¹ that because all actions to collect special assessments for local governments are *in rem* such assessments are subject to the state's ten-year statute of limitations.

The court held that the right to levy special assessments on property specially benefited by a local improvement is a right separate and distinct from the right to levy taxes, and that the sovereigns' immunity from the statute of limitations did not apply.

Local officials estimate that the decision may mean the loss of hundreds of thousands of dollars in uncollected delinquent special assessments.

State and Local Government Debt Reported

Among the recent publications of the Bureau of the Census is the summary of state and local debt for 1941.² It shows gross state debt of \$3,370,000,000 and gross local debt of \$16,813,000,000,

figures respectively \$135,000,000 less and \$93,000,000 more than was reported for 1940. State and local debt combined in 1941 equalled 29.2 per cent of the total federal, state, and local debt of \$69,162,000,000. A year earlier state and local debt accounted for 32 per cent of the total public debt of \$63,196,000,000.

The report contains as usual considerable comparative data and tables on the individual states for long- and short-term obligations and for gross debt and gross debt less sinking funds. A disappointment to those interested in any realistic analysis of local debt, however, is the omission this year of any attempt to segregate that part of the local debt accounted for by obligations incurred for public service enterprises. Last year public service enterprise debt was segregated for a group of the larger municipalities, and since the annual publications on *Financial Statistics of State and Local Governments* now make this segregation it had been hoped that the debt publication might follow suit. The difficulties are admittedly considerable, but they must be surmounted if local government debt statistics are to be made meaningful.

A table in this year's publication relating public debt to national income is a striking example of the misleading results growing out of the use of gross figures which include public service enterprises; either local debt incurred for such proprietary enterprises as water plants, light and power systems, and municipal street railways must be excluded from the net public debt figures for cities having such enterprises, or else the debt incurred by private corporations for these enterprises should be included for the cities where private utilities provide this type of service. If adjustment is not made one way or the other, the figures are nothing more than fodder for the computing machines.

¹*Charlotte vs. Kavanaugh*. North Carolina Supreme Court, May 6, 1942.

²*State and Local Government Debt: 1941*. Bureau of the Census, U. S. Department of Commerce. April 1942.

Proportional Representation

Edited by George H. Hallett, Jr.

(This department is successor to the
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Cambridge Goes Forward under P. R. and Manager

Attack in Yonkers Greetings from Britain

THE Christian Science Monitor for

May 15 carried interviews on the first four months of P.R.-city manager government in Cambridge with City Manager John B. Atkinson and Mayor John H. Corcoran, both appointed by the proportionally-elected City Council.

Robert R. Mullen, who interviewed the city manager, referred to Mr. Atkinson's earlier responsibilities as American representative of the great Czechoslovak Bata shoe concern, as a major with the Yankee division during the first World War, and as a colonel in the National Guard afterward, and then continued:

"In Cambridge he stepped into a tough spot. City affairs had been deteriorating for some time, with the usual pattern of ascending taxes and descending valuations; that there had been graft and such was a matter of record. A mayor even had gone to jail.

"Even before affairs had reached this nadir of degradation, the people had determined to clean things up. They had adopted the so-called Plan E form of government, under which a council is elected at large by means of proportional representation. The council, in turn, chooses the city manager to administer the government. . . .

"It is a plan generally favored as the most logical available by students of government, by the National Municipal League, and similar organizations. It is the plan which has gained such

wide notice in Cincinnati and several other communities.

"Obviously, the key to the whole success lies in having a competent city manager and a council that will back him up. The responsibility that rests upon the Manager and Council in Cambridge is considerable. It extends far beyond the city's limits, because there are a great many American communities verging on the same plight as Cambridge, and if the thing can be worked out in Cambridge, it will give direction and purpose to those wishing to improve matters in their own towns. . . .

"During his first three months in office, Mr. Atkinson reports he was able to get 800 families off the city's welfare rolls and onto private pay rolls. The net saving to the city is in the vicinity of \$50,000 a month.

"'Of course,' Mr. Atkinson concedes, 'this could not have been done except that war made the jobs. Even so, there were some hurdles to get over. Some personnel men didn't want to hire people who had been on relief. They claimed, and possibly with some justice, that years on relief worked change in people. But I pointed out that industry clamored for lower taxes and that relief represented about \$150 in the tax rate, so it was up to them as a matter of civic duty to take the people on and help solve our problem as well as theirs. I spent a great deal of time making speeches along this line. We have found that once people get back on a private job and start getting a pay check, they drop the old relief viewpoint soon enough.'

After discussing the complicated but necessary reclassification of the civil service that is under way to give equal pay for equal work, Mr. Mullen concludes:

"Mr. Atkinson is confident that the long trend of upward moving taxes can be reversed, that good business method

can be successfully installed, and Cambridge made a happier place in which to live. Four months on the job have made him more confident than before. He likes the plan better the more he sees it.

"Especially does he like the proportional representation system of voting. 'You never would have gotten a real functioning Council such as we have without it,' he says."

The interview with Mayor Corcoran says that "As proprietor of the city's largest department store, he had long been dissatisfied with the way Cambridge politics had been slowly sinking. And doubtless his experience as campaign manager for Paul A. Dever, when he was running for attorney-general, and for John B. Lynch when he sought the Cambridge mayoralty post,¹ encouraged Mr. Corcoran to try to inject a few business ideas into Cambridge politics.

"At any rate, he was one of the nine councilmen named in the university city's proportional representation election. And, in turn, he was promptly selected as their chairman—Mayor of Cambridge.

"During the short period they have been working together, there have been some differences of opinion, but none so marked but that all problems have been harmoniously ironed out, Mr. Corcoran said:

"The morale of the citizens and of the city employees was pretty low last year, due to a series of unfortunate incidents. Taxes had been mounting every year.

"I think now, after four and a half months as head of the City Council, that there is a great deal more confidence in our municipal government than has existed for some years past.

¹Former Mayor Lynch is also a member of the present Cambridge Council, elected with Mayor Corcoran on the Plan E Committee ticket.

I gather this from letters I receive almost daily to that effect.

"I don't for a moment claim that it is due to my own efforts, but rather to the type of work that has been done by the Council, the School Committee,² and the City Manager.

"There are no miracles to be performed, and I hope no one expects any. To my mind, it is just a plain business proposition, where everybody is trying faithfully, with no firings or pay cuts to be expected.

"Everybody thought that Cambridge was run down at the heels. The chief thing that has been accomplished so far, in my opinion, is the improvement in the morale of the citizens and the city workers.

"Industrial activity, largely because of the war, has been stepped up tremendously, and retail business has been very good. It has been the result of a general cooperative movement throughout the city, with everyone trying to do what he can to right the situation which so long existed here."

"Although Plan E did not win by a majority in the last election, there are four Plan E men on the nine-man City Council and all—whether Plan E men or not—are working together harmoniously to bring about a bigger and better Cambridge, according to Mayor Corcoran."

Two Repeal Proposals in Yonkers

On June 8 the Republican and Democratic party organizations in Yonkers, New York, filed petitions for competing city charter amendments to repeal the present system of nonpartisan council elections under P.R. Both petitions were accepted as sufficient and on June 23 the Council ordered both proposals

²Elected also by proportional representation.

submitted to the voters at the general election on November 3. The City Manager League, which led the successful campaign for the adoption of P.R. and the city manager plan in 1938, and the city's principal newspaper, the *Yonkers Herald Statesman*, are opposing the repeal strenuously and a hot fight is anticipated.

The Republican proposal follows the outline of a plan submitted by former Mayor William J. Wallin. It provides for a council of nine, three elected at large and six from districts consisting of two of the old wards each, all elected by partisan majority vote after party primaries. The members at large would have two votes each.

The Democratic plan is similar in general but has a different arrangement of wards that would be more favorable to the Democrats in the makeup of the six districts and calls for five members at large with one vote each.

The *Herald Statesman* of March 7 greeted the announcement of the Republican attack on P.R. with an editorial entitled "War on P.R. during War upon the Axis," which read in part as follows:

"The Republican party—as represented by the City Committee's Executive Committee—steps forward with a declaration of war upon proportional representation and upon other features in the city manager charter. . . .

"One may reasonably expect that the Democratic party will not be long in coming forward as a powerful ally, and that the army of anti-P.R. will attract to its forces every machine-minded political figure in and out of office, even the strong Yonkers Lawyers' Association, which lent itself (perhaps innocently) to the launching of the present movement.

"Thus the community finds a new war declared—one which advocates of

good government cannot but line up to fight with vigor greater than that of the charter foes.

"Politically and psychologically, P.R. foes have picked 'a good time' to press their fight, for they well know that the community's mind is not at this time on normal government problems but on how to help win the war, how to defend our city from air raids or invasion, how to keep industrial wheels turning.

"Under such general war conditions, sabotage of the amended city charter becomes easier than when those conditions do not exist. . . .

"So the Republicans take their place in the arena and utter their cry of 'war to the death' on P.R.

"For our part, we'd rather have public attention continue riveted upon 'war to the death' of the Nazis and the Japs and other Axis cohorts, but certain very important parties in Yonkers are opening this new front, to serve their own purposes.

"Good government advocates can give but one answer. They must fight and win not only against the Axis but against the political machines."

A Message from London

On June 5 the following welcome radiogram was received by the Proportional Representation League from John H. Humphreys, veteran secretary of the British P.R. Society:

"Proportional Representation Society annual meeting, third June, sends cordial greetings to fellow reformers in America. Justice, for which so many are making the supreme sacrifice, should be the foundation stone of all elections in a democratic postwar world."

HUMPHREYS

Books in Review

Edited by ELSIE S. PARKER

The Road We Are Traveling, 1914-1942. By Stuart Chase. New York City, Twentieth Century Fund, 1942. 106 pp. \$1.

In this brief economic and social interpretation of recent history Stuart Chase performs a function that Harold D. Lasswell considers vital to the democratic process—that of "clarifier."¹

Mr. Chase untangles the confused pattern of the last quarter century and outlines in clear, compact, vivid style the important economic and social trends that will bear upon the organization of the postwar world.

This is the first of several brief books to be published by the Twentieth Century Fund in which Mr. Chase is given a free hand "to lay out, as clearly as can be done, what the economic problems of the peace are likely to be," says A. A. Berle, Jr., in the Foreword.

To this reviewer it is not particularly important that some economists will disagree with Mr. Chase's interpretations. It is of real importance that this kind of introduction to the problems of the postwar world is most likely to stimulate discussion among free peoples out of which solutions eventually will come.

In fifty pages Mr. Chase outlines not bare facts but important conclusions to be drawn from the "Pattern of Change, 1914-1942." Out of a brief review of an amazingly complex period of transition Mr. Chase pulls "eleven great economic trends of our age": The advance of technology, the halting curve of population, the closing frontier in the United States, growing interdependence, the gathering threat of unemployment, the decline in private investment oppor-

tunities, the decline of the free market, the growth in propaganda, the advance in mechanized warfare, the growing domination of central government, and the advance of autarchy (national self-sufficiency).

Against this background of causes and effects Mr. Chase sets up a series of postwar goals for America. They include security and an end of the paradox of plenty; employment for all, at useful work rather than leaf raking; giving the individual a sense of belonging and taking part in a community, a deep-lying satisfaction uprooted in many cases by mass production; fulfilling the general desire for physical comforts now available through mass production; providing leisure time enjoyment and educational advantages; guaranteeing freedom to select jobs, homes, and goods; guarding democratic elections, free speech.

Mr. Chase sees plenty of problems ahead in reaching these goals. He believes we may have to face a postwar ground-swell for a return to "normalcy," but he does not think that demand will make sense and he does not think it will overcome the fact that we live in a new world where familiar terminology like "capitalism" and "collectivism" will be meaningless.

He concludes that whether we like it or not a planned economy is on the way, but for later clarification he leaves the most difficult problems of how we can work out the solutions to recent democracy-shaking trends which will be necessary to reach the postwar goals he sees for free individuals.

And in another prediction he senses the future like this:

If you hold your ear close to the ground, you can hear a muffled roar echoing around the whole world.

¹*Democracy Through Public Opinion*, New York, George Banta Publishing Co., 1941.

It does not come from bombs, or thunder on the Russian front. It is the voice of the people demanding security and an end to the paradox of plenty. It is the revolt of the masses asking for the food which farmers let rot upon the ground or dump into the streams. This subterranean roar is the most powerful force in the world today. Statesmen who listen to it will be upheld. Statesmen who shut their ears will be buried, no matter how lofty their sentiments about freedom and initiative.

His language makes it an anti-climax to say that every individual, every local and state government, as well as the national government, must prepare now to contribute positively toward the postwar age in the making. To wait will be too late. As Mr. Chase observes: "We are more likely to win the war if we have a clear idea of goals for the peace. Men fight better when they know for what they are fighting."

E. N. T.

The Municipal Year Book 1942.
Edited by Clarence E. Ridley and Orin F. Nolting. Chicago, International City Managers' Association, 1942. x, 685 pp. \$8.50.

It becomes somewhat repetitious to describe *The Municipal Year Book* each year as "indispensable" but the fact is that no volume in the National Municipal League's library is referred to as regularly and as frequently as is this one. Indeed, it is never sufficiently at rest to find its way to a shelf in the library until it is a year old and a new issue has come to take its place.

Since the *Year Book* first was published in 1934, it has contained a wealth of vital information about municipal government which is found nowhere else between two covers and much of which is not obtainable elsewhere without considerable effort and study. It definitely is indispensable to the city

official, the student of government, and to the citizen who is interested in knowing how his own city's operations compare with others.

Considerable new material of a timely nature has been added to this year's *Year Book*, including data on defense councils, on kind and extent of salary and wage increases for municipal employees, on city planning agencies, on parking lots and parking meters, and on governmental units in the 140 metropolitan districts in the United States.

Much of the essential data and detailed statistics which are frequently referred to are repeated, brought up to date, from previous issues. There is also a highly useful index which includes references to material which appeared in the eight preceding issues but is not repeated in the 1942 edition.

A. W.

Additional Books and Pamphlets

Accounting

Functional and Cost Accounting in Baltimore. By Irving Tenner. Chicago, Municipal Finance Officers Association of the United States and Canada, 1942. 24 pp. 50 cents.

Assessments

Assessment Organization and Personnel. Report of the Committee on Assessment Organization and Personnel. Chicago, National Association of Assessing Officers, 1941. xvi, 429 pp. \$3.75.

A System for County-wide Assessment of Property. Philadelphia, Pennsylvania Government Administration Service, 1942. 24 pp. 10 cents.

City Clerks

A Manual for City and Village Clerks

in Wisconsin. Madison, League of Wisconsin Municipalities, 1942. 144 pp. \$1.

Defense

A Civilian Defense Volunteer Office—An Official Arm of the Local Defense Council. What It Is. How to Organize It. What It Does. Washington, D. C., United States Office of Civilian Defense, 1942. iv, 24 pp.

Non-Government Sources of Information on National Defense (Preliminary Edition). Washington, D. C., Federal Security Agency, U. S. Office of Education, 1942. xi, 44 pp.

Democracy

How You Can Make Democracy Work. By Eugene T. Lies. New York City, Association Press, 1942. x, 131 pp. \$1.75.

Self-Government under War Pressure. Proceedings of the Citizens' Conference on Government Management, Estes Park, Colorado, June 25-28, 1941. Edited by A. D. H. Kaplan. Denver, School of Commerce, Accounts, and Finance, University of Denver, 1942. ix, 304 pp. \$3.

Highways

The State Highway Commission of Indiana—A Study of Organization and Functions. By Lawrence H. Wendrich. Bloomington, Indiana University, Department of Government, The Institute of Politics. iii, 40 pp. 25 cents.

Housing

A Program for Housing Workers in War Industries. Recommendations of the National Committee on the Housing Emergency. New York City, National Committee on the Housing Emergency, 1942. 30 pp. 10 cents.

Municipal Government

Recent Trends in Municipal Government in the United States. By A. D.

H. Kaplan. Toronto, Dalhousie University, 1941. 19 pp.

Small Town Manual. Part I—How You Can Win the War at Home; Part II—How You Can Improve Business in Your Town. Washington, U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce, 1942. 86 pp.

Ordinances

Indexing Borough Ordinances. Philadelphia, Pennsylvania Government Administration Service, 1942. 15 pp. 10 cents.

Personnel

History of the Federal Civil Service 1789 to the Present. By United States Civil Service Commission. Washington, D. C., Superintendent of Documents, 1941. x, 162 pp. 25 cents.

Planning

Better Cities. By Charles S. Ascher. Washington, D. C., National Resources Planning Board, 1942. 22 pp.

Budget for Los Angeles City Planning. A Report by The Planning Section Prepared by Gordon Whitnall and John D. Hackstaff. Los Angeles, Town Hall, 1942. 4 pp.

The Elma Survey. Conducted and Prepared by the Washington State Planning Council in Coöperation with the People of the Elma Region and Assisted by Private, County, State, and Federal Agencies. Olympia, Washington State Planning Council, 1941. ix, 166 pp., maps, charts.

Master Plan of Shoreline Development, Orange County. Santa Ana, California, 1942. v, 85 pp. \$1 (Free on request to universities and to federal, state, county, and city planning departments).

Public Administration

General Appraisal Standards and Methods for Measuring Public Admin-

istration. By Douglas Clack. Bloomington, Indiana University, Department of Government, The Institute of Politics. 23 pp. 25 cents.

The Minnesota Commission of Administration and Finance 1925-1939. An Administrative History. By Lloyd M. Short and Carl W. Tiller. Minneapolis, University of Minnesota Press, 1942. xiii, 160 pp. \$2.

Taxation and Finance

Federal and State Aid: 1941.¹ Patterns of Intergovernmental Fiscal Transfers; Aids by Source, Purpose, and Unit Receiving; Comparisons Among States and Functions; Definition and Classification of Types; Trend of Fiscal Aids. Washington, D. C., U. S. Department of Commerce, Bureau of the Census, 1942. 51 pp.

Marriage and the Income Tax. By Mabel L. Walker. Philadelphia, Tax Institute, 1942. 8 pp. 25 cents.

Procedure for the Receipt and Disbursement of Public Moneys. Report of the Committee on Procedure for Receipt and Disbursement of Funds. Chicago, Municipal Finance Officers Association, 1942. 15 pp. 35 cents.

State and Local Government Debt: 1941.² Total Public Debt, Debt Trends, Per Capita Debt, Bond Maturities, Interest Payments, Types of Liabilities, Intergovernmental Relations, Debt of States and of Specified Local Governments. Washington, D. C., U. S. Department of Commerce, Bureau of the Census, 1942. vi, 52 pp.

Tax Delinquency, 1930-1941. Cities of over 50,000 Population. By Frederick L. Bird. New York City, Dun & Bradstreet, Inc., 1942. 36 pp. \$2.

¹For a review of this publication see p. 411 this issue.

²For a review of this publication see p. 413 this issue.

Taxing Municipals by Federal Statute—The Real Issue. An Address by Austin J. Tobin. New York City, Conference on State Defense, 1941. 25 pp.

Trade Barriers

Interstate Trade Barriers and Michigan Industry 1941. By E. H. Gault and E. S. Wolaver. Washington, Superintendent of Documents, 1942. iv, 42 pp. 10 cents.

HOUSING BRITISH WAR WORKERS

(Continued from Page 382)

war housing program is using prefabricated materials; thus the advantages of assembly-line production are finally being brought to housing. In both countries wide-scale decentralization of industry has occurred with too little attention to available housing in the immediate vicinity.

In Great Britain the Uthwatt Expert Committee has issued several reports with respect to "public control of the use of land."¹⁰ The Committee has been studying the problems of reconstruction and the attending difficulties of large-scale site assembly to effect re-planning for entire districts. In this connection the Government has established a National Planning Authority attached to the Ministry of Works. It is still too early, however, to know what forms community planning and rebuilding will take after the war.

¹⁰Housing and Planning News Bulletin, September-October 1941; Journal of the Royal Institute of British Architects, February 1942, p. 57.

NOTE.—The authors wish to express their appreciation to the members of the staff of the British Library of Information for their courtesy in making materials available.